An Assessment of the City of Beaverton’s Readiness for Cultural Inclusion Initiatives

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Table of Contents
1.0 Problem Identification ........................................................................................................ 4
  1.1 Background....................................................................................................................... 4
  1.2 Research Purpose............................................................................................................. 6
  1.3 Importance of Research ................................................................................................. 6
  1.4 Literature Review ........................................................................................................... 9
    1.4.1 Defining Culture......................................................................................................... 10
    1.4.2 Cultural Competence in Relation to Public Administration................................. 11
    1.4.3 Instilling Cultural Competency in Organizations.................................................... 15
    1.4.3.a Assessments as a Starting Point........................................................................... 15
    1.4.3.b Executive and Management Leadership is Critical............................................. 17
    1.4.3.c Organizational Culture ............................................................................................ 18
    1.4.3.d Tools and Tactics for Promoting Inclusion.......................................................... 19
    1.4.3.e Preparation for Expected Backlash and Reflections on Leadership Development ......................................................................................................................... 21

2.0 Research Design and Data Collection ............................................................................... 26
  2.1 Research Questions ......................................................................................................... 26
  2.2 Data Collection and Analysis .......................................................................................... 27
    2.2.1 Stakeholder Interviews............................................................................................ 27
    2.2.2 Employee Survey ..................................................................................................... 29
    2.2.3 Limitations in Data Collection .................................................................................. 30

3.0 Results ................................................................................................................................ 31
  3.0.1 Organizational Appreciation for Cultural Inclusion ............................................... 31
  3.0.2 Identifiable Leadership and Community Support .................................................... 33
  3.0.3 Current Activities ....................................................................................................... 34
  3.1 Unclear Definition or Purpose ...................................................................................... 35
    3.1.1 Need a Clear Definition for Cultural Inclusion ...................................................... 35
    3.1.2 Need for a Clear Focus and Understanding of Purpose ....................................... 38
  3.2 Key Challenges and Support Tools Needed ...................................................................... 39
1.0 Problem Identification

1.1 Background

“In this day and age, leadership, particularly in the public sector, must include both a deep respect for and a real understanding of the extraordinary and growing range of cultures and backgrounds that increasingly confront an American politician or policy maker.” (Dukakis, 2009, p.xi)

Beaverton, Oregon, is a very diverse community. With a growing population of more than 91,000 residents, Beaverton is the sixth largest city in Oregon. Of these residents, nearly one in four were born outside the United States (City of Beaverton, 2013). There are nearly 100 distinct languages spoken in student homes within the Beaverton School District (Beaverton School District, 2012). Approximately 27% of the city’s population are minorities, with people of Hispanic or Latino origin representing 16.3% of the population and Asians representing 10.5% (American Community Survey, 2010). The City of Beaverton has made great strides in embracing cultural inclusion in the past three years. Embracing the city’s cultural diversity was a clear priority in the community visioning process (Beaverton Community Vision Action Plan, 2010).

Beaverton’s mayor, Denny Doyle, has promoted cultural inclusion since taking office in 2009. He has personally made it part of his core platform to raise Beaverton’s profile as a culturally inclusive city. This has led to the initiation of many efforts that focused on building Beaverton’s relationship with external partners and diverse residents. The mayor started a Mayor’s Diversity Task Force to provide guidance to the city on matters of cultural inclusion. The city has partnered to host the Beaverton International Celebration as a signature event to bring the community together to celebrate and learn about the city’s diverse cultural heritage. The mayor
advocated for a new full-time position to be the city’s first cultural inclusion coordinator and started a number of community conversations with diverse cultural groups. The city library has diversified its content, offering more than 17,000 items in foreign languages, recruiting volunteers who come from 32 different countries, and offering story time for children in foreign languages (Brash & House, 2013).

As the program manager responsible for implementing the Beaverton Community Vision, I have watched these external outreach efforts and applauded their responsiveness to the community values we heard in the visioning process. However, as a student of public administration, I have wondered about the effectiveness of focusing on these high-profile external efforts, without equal attention being placed on assessing organizational readiness in relation to cultural inclusion initiatives. Are Beaverton staff prepared and ready to be a model of cultural inclusion when working with the community? The city does not routinely offer or require cultural inclusion training for employees, although work is being done to develop a training program. The organization has not engaged in an examination of the staff’s knowledge base in relation to cultural inclusion. In addition, the demographic background of the staff does not match the community. More than 90% of Beaverton employees are Caucasian and only 41% are female (Beaverton Human Resources Department, 2013). This non-representative demographic makeup of the city employees heightens the concern as to whether the city as an organization is ready to embrace cultural inclusion.

The city needs to balance its efforts to reach out in the community with an equally strong push to reach within our own organization and examine our readiness to embrace the values of cultural inclusion. Without a readiness assessment, the city
runs the risk of not understanding the foundational needs for any cultural inclusion
initiative to be successful.

1.2 Research Purpose

The purpose of this research is to examine the readiness of the City of
Beaverton to develop cultural inclusion initiatives. While the city is currently
undergoing an important effort to raise its profile with diverse communities and to
build relationships with these groups, not much effort has been made to examine the
organization’s ability to implement cultural inclusion programs. This research will
provide an assessment of Beaverton’s readiness to develop and implement cultural
inclusion initiatives based on the input of the organization’s department heads and
key personnel in stakeholder interviews, as well as a city-wide survey of all
employees, and a review of relevant literature.

The target audience for the research is the city’s senior leadership, the human
resources department, the cultural inclusion program, and the Mayor’s Diversity Task
Force. The research is intended to be informative for the city as it moves forward with
developing cultural inclusion programming for both external relationship building and
staff training. The research is meant to help city leadership and staff develop
initiatives that build on the city’s existing capacity and address any perceived gaps
in cultural inclusion readiness.

1.3 Importance of Research

The EMPA cohort program is built on a belief that all of us can lead from where
we sit. I believe the intent of the program is to elevate our understanding of
leadership, as mid-career professionals who are destined to move into senior
leadership positions. The professors are intentional about teaching us that there is a
difference between management and leadership, and that by modeling the
behaviors of successful leaders we will be more impactful in our careers.

Members of our 2011 cohort identified a need for the EMPA program to do
more to further our education around cultural competency, equity and inclusion. To
the credit of the professors, a class on cultural competency and leadership
development was added to our curriculum. I include this background because it is
important context to understand why I chose this capstone project and how this
program affected my views on cultural competency and its importance to public
service leadership and responsibility.

The demographics of our nation have changed, and the phenomenon
Beaverton is experiencing is happening across the country. Borrego and Johnson
(2012) point out that “now, about one of every three Americans is a minority and
about one in eight people in the United States was born in another country” (p. 5).
This has powerful implications for us as public sector professionals. Particularly if we
aspire to lead organizations, we have to understand how the demographic and
cultural changes within our service areas, as well as with the people we work with,
affects our organizations. Ultimately, to be successful and effective in our careers we
will have to add understanding cultural competency to our core skills. Public sector
organizations will have to evolve into expecting their managers and organizational
leaders to not just understand the importance of cultural competency, but demand
they model culturally competent behaviors. Awareness won’t be enough. We will
be expected to “model the way.” In the future, the scope of this capstone, assessing
an organization’s readiness for cultural competency, will become commonplace.
Readiness assessments should be seen as the beginning of a continual process of organizational self-reflection and improvement.

From a practical standpoint, assessing the readiness of an organization to begin diversity and inclusion initiatives is an important and often overlooked step in the planning and development process. It is important to understand a community’s needs and staff’s needs in delivering inclusion initiatives prior to beginning programming (Nishishiba, 2012).

As I reflect on the experiences of the EMPA program, I am reminded of our international experience and cultural competency discussions. In Vietnam, we participated in many group exercises. What emerged was a pattern where our cohort members would jump into action and our Vietnamese colleagues would spend a great deal more time planning their approach to the assignment. This same pattern of having to jump into action quickly before fully understanding a problem - and therefore developing the most appropriate solutions - is common in our institutions. This is why this research is important and beneficial for the city. If Beaverton makes the effort to assess its needs and state of preparedness for cultural inclusion initiatives, then it has a better opportunity to develop the right tools and infrastructure to meet its needs.

As noted above, the city’s leadership has focused on external outreach, particularly to ethnic minorities, but not much investment has been made in examining the internal diversity management practices. Assessing where we are as an organization on diversity management is an important indicator for how ready we are to successfully engage with Beaverton’s diverse community. There is much to be
gained by applying what is learned in the self-examination of the organization’s readiness to a better planned external outreach strategy.

The importance of organizational assessments is emphasized in literature related to organizational development. For example, Thomas (1991) argues that performing diagnostic research and assessing an organization’s culture and systems is a critical step in developing an approach to manage diversity. Culture audits are a critical step that organizations should not overlook rushing to implement programs (Thomas, 1991). It is important to assess the inherent nature of situations rather than automatically moving into a problem-solving mode (Cortes & Wilkinson, 2009).

Arredondo (1996) argues that a critical first step for leaders in considering incorporating diversity management strategies within their organization is educating themselves about processes and assessing the organization’s resources. She notes, “before anything is done officially, there must be a deliberate plan to build knowledge about diversity management and to engage the strongest, ‘the most expert’ internal and external personnel to manage the blueprint process” (p. 32). And finally, an assessment can help the organization understand its current state and see what is blocking it from achieving its vision (Gardenswartz & Rowe, 2009). In other words, before we move forward we must know where we stand and what we need to accomplish our goals.

1.4 Literature Review

In addressing the organizational readiness for diversity and cultural inclusion, it is important to examine how the field defines the concept of culture. Literature that addresses the following two questions was reviewed: What does it mean to be
culturally inclusive? Who are we trying to include? Since this project is focused on City of Beaverton, it is important to examine the justifications why cultural inclusion matters specifically for the public sector. Lastly, existing studies on what government organizations can do to be prepared to be more culturally inclusive were reviewed.

1.4.1 Defining Culture

In order to look at organizational preparedness for cultural inclusion, it is important to first define what the term culture means. The very question of how to define culture and what exactly we mean when we refer to cultural competency is an important foundational question that affects the organization’s cultural inclusion initiative.

The term culture does not have a consistent definition. Some people think of culture somewhat narrowly as being exclusively about ethnicity or nationality. Others, define culture more broadly as including: history; unwritten social norms; things that give individuals a sense of belonging; internal credibility; a set of common beliefs either spoken or unspoken; learned expectations and behaviors, embodied by things born out of shared experiences like art, style, religious practice, traditions, language; and ways of doing things (EMPA, class discussion, 2012).

Many scholars support this broader concept of culture. Some see culture as the sum total of things that shape how individuals see the world. For example, Rice (2007) notes that “culture is the totality of ways that shape how individuals see and respond to the world and community around them” (p. 624). Others, such as Laroche and Rutherfor (2007) define culture “as the shared beliefs and values of a group of people, our learned way of living. It encompasses what we are taught to think, feel, and do in any given situation by the society in which we were raised” (p.6). Another
example of a broader definition of culture comes from Allard (2002), who stated, “culture defines how we look at life in general, and it guides how we respond to characteristics such as race, ethnicity, physical attributes, age, social class, and education. It shapes our responses to these qualities both within us and in other people” (p. 4). Allard goes on to explain that culture is so ingrained within us that we may not realize there are different ways of viewing and dealing with the world – it affects our ability to understand that others interpret the world differently than we do.

In this project, culture is defined in line with the academic literature, as the primary filter through which we make sense of the world around us. It is the sum of all the most obvious and not-so-obvious factors that influence our lives and that embody who we are as individuals and how we also relate to a larger “group” from which we originated. When we think of culture – instead of equating it in terms of ethnicity or nationality alone – it should be understood as the contextualized factors that influence people’s opinions and behaviors. This issue, of how broadly or narrowly to define culture, impacts the organization’s understanding of cultural inclusion and warrants attention.

1.4.2 Cultural Competence in Relation to Public Administration

Moodian (2009) notes that “in the 21st century, leadership success may be unattainable without intercultural competence. Concurrently, in today’s global environment, contemporary leaders must display a keen ability to interact effectively with individuals of different cultures” (p.3). His observations resonate with the emerging discussions among public sector leaders who see the ability to read people’s cultural cues and adjust their interactions to maximize results, as an
important skill set. This ability has been described in the literature as intercultural competence. Schaetti and Watanabe, (2009) describe intercultural competence as, “the ability to communicate effectively and appropriately in a variety of cultural contexts. With people who are different from one’s self (i.e., who are from a different national, ethnic, religious, professional, organization, generational, etc., culture)” (p. 128).

Similarly, Borrego and Johson (2012) state, “cultural competence, in an organizational context, is the ability to manage the different employee cultural characteristics (i.e., employee’s diversity or cultural diversity) to build an effective organization. Where earlier the emphasis had been on classification – for example, race and gender – that emphasis began shifting to culture and cultural characteristics” (p. 6). They argue that cultural competency means you are successful at recognizing and even understanding people’s differences, based on their culture, and you find a way to have this understanding add value to the organization.

Intercultural competence is critical for public sector leaders because it is the backdrop that affects their ability to communicate with increasingly diverse populations. A large body of literature focuses on the importance of cultural competency in health care delivery, education, and outreach to Native American populations (Borrego and Johnson, 2012). While the literature on cultural competency specific to local government is smaller, Rice (2007) explains that in public service delivery, a person’s culture influences his or her view of government and impacts the outcomes of public agency interventions (p.624). This implies that in order to ensure the best outcomes for the individuals we serve, we not only need the
cognitive awareness of cultural differences but we need to practice respect for those differences. Rice emphasizes that “in cross-cultural situations, competence is the capacity to function within the context of culturally integrated patterns of human behavior defined by a group. Thus, being competent in cross-cultural situations means learning new patterns of behavior and effectively applying them in appropriate settings” (p. 625).

Respecting cultural competency means that you understand and respect individual cultural differences, and are able to successfully work and lead different groups of people. As children, we are taught the golden rule: do unto others as you would have done unto you. However, the golden rule does not work well with modern thinking about cultural competency. As Borrego and Johnson (2012) point out, “the rule works well in a monocultural setting, where everyone is working from the same cultural framework. In a multicultural setting, where words, gestures, beliefs, and perspectives may have different meanings, this rule has an unintended consequence; it can send a message that my culture is better than yours” (p. 76). The better advice when trying to be culturally competent is: be thoughtful and treat others as you understand they want to be treated and don’t assume everyone is like you.

One of the founders of the Intercultural Communication Institute (ICI), Dr. Janet Bennett, presents what she sees as an emerging consensus around what intercultural competency encompasses. She breaks this understanding down into three components: cognitive, behavioral, and affective (Bennett, 2009, p.97).
Table 1: Dr. Bennett’s Dimensions for Intercultural Competence (Adapted from Bennett, 2009)

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Description</th>
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<tbody>
<tr>
<td>Cognitive</td>
<td>The cognitive dimension, or mindset, includes knowledge of culture-general maps or frameworks, of specific cultures, of identity development patterns, of cultural adaptation processes, and of cultural self-awareness.</td>
</tr>
<tr>
<td>Behavioral</td>
<td>The behavioral dimension, or skillset, includes the ability to empathize, gather appropriate information, listen, perceive accurately, adapt, build relationships, resolve problems, and manage social interactions.</td>
</tr>
<tr>
<td>Affective</td>
<td>The affective dimension, or heartset of attitudes and motivation includes first and foremost, curiosity, as well as initiative, nonjudgmentalness, risk taking, cognitive flexibility, open-mindedness, tolerance of ambiguity, flexibility, and resourcefulness.</td>
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Bennett’s (2009) work has important implications for public sector organizations’ cultural competency work. It strengthens the argument that in order to truly achieve intercultural competence in public sector organizations, we need to think about more than training our employees to recognize cultural differences within themselves and others. The cognitive dimension begins with understanding your own identity, understanding what influences your interpretation of the world, and then recognizing that everyone’s interpretation varies based on a variety of factors. We have to foster a culture that expects employees to move beyond the cognitive dimension to the behavioral and affective dimensions. By separating the dimensions, and describing the different attributes, Bennett helps clarify the difference between awareness/knowledge and skill-building attributes. If we want an organization that values diversity and inclusion, we need people who practice and share those values. We need to help our workforce progress through the cognitive dimension into - at a minimum - the behavioral dimension where they are able to act upon what they have learned and vary approaches with others accordingly.
1.4.3 Instilling Cultural Competency in Organizations

In pursuing cultural inclusion and attaining cultural competency, it is important for organizations to lay out a clear vision of what they want to accomplish. They need to stop and assess their organization to understand what capabilities they have and what is standing in the way of achieving their vision. Organizations must bring the leaders and key staff on board. Literature in the field provide some tools, techniques and best practices that can be of use to public organizations, such as City of Beaverton, that are pursuing cultural inclusion.

1.4.3.a Assessments as a Starting Point

Effective cultural inclusion initiatives need to be data driven. As Gardenswartz and Rowe (2009) posit, “setting off to create a strategy without having accurate data is like starting a journey into a new territory blindfolded and without a map” (p. 39). Any assessments are part of an ongoing organizational process. Arredondo (1996) explains that needs assessments are a process and not a task. The information gathered in the needs assessment is crucial to the planning and design of a good cultural inclusion and diversity management process (Arredondo, 1996). Bielby (2008) also explains that organizations should periodically audit themselves and monitor hiring, promotion, performance assessment, and turnover, to look for any disparities in personnel practices. There are many different factors that you could examine when conducting a cultural assessment audit – but the point is that the audit itself is not the end, but rather the beginning of a process improvement journey.

The existing literature offers extensive guidance related to the specific approaches to take in cultural assessments. Roosevelt (1991) offers that assessments
should include in-depth interviews, written surveys, reviews of relevant documents, focus groups, and direct observations (p. 51). Gardenswartz and Rowe (2009) recommend breaking assessments down into a four-step process.

**Table 2: Recommended Steps for Organizational Assessments** (Gardenswartz & Rowe 2009, p.40)

<table>
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<tr>
<th>Assessment Steps</th>
<th>Description</th>
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<tbody>
<tr>
<td>1</td>
<td>Reviewing existing data, employee opinion survey results, customer satisfaction information, demographic data about the workforce, labor force and marketplace, turnover statistics; and grievances and complaints.</td>
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<tr>
<td>2</td>
<td>Interviews with leaders to learn their goals and expectations as well as what they perceive as obstacles or challenges.</td>
</tr>
<tr>
<td>3</td>
<td>Convening focus groups with managers, supervisors, and employees, to learn about employee’s perceptions of treatment.</td>
</tr>
<tr>
<td>4</td>
<td>An employee survey to gather statistical information about employee’s perceptions.</td>
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Another important suggestion made by the scholars in the field is to examine the demographic data as part of the assessment. They note that in examining the demographic data, it is important to look beyond just an organization-wide data profile. Cox (2001) explains that many organizations have large gaps, of up to 15 to 30 percentage points, between their proportion of minorities in upper and middle management compared to overall workforce (Cox, 2001). Therefore, in an organizational assessment, you would look beyond the percentage of minorities hired in the workplace at what positions various employees hold within the organization.

An important consideration is that assessments are a very inward-facing exercise. The literature on cultural diversity and inclusion topic comes from organizational development research – advising how to successfully manage diversity within an organization (Allard, 2002; Arredondo, 1996; Bielby, 2008; Cortes
and Wilkinson, 2009; Gardenswartz and Rowe, 2009; Moodian, 2009; and Schaetti and Watanbe, 2009). The built-in assumption in the literature is the focus is on creating a healthy organizational environment that supports a diverse workforce. Learning about the best practices from this research is important to the city, but it should be noted that it doesn’t completely align with the leadership focus on ethnic minority outreach.

1.4.3.b Executive and Management Leadership is Critical

The literature emphasizes the importance of the organization’s top leaders’ role in championing diversity and cultural inclusion. As Arredondo (1996) explains, it is critical to involve executive management in the diversity initiative early on. It brings a sense of shared responsibility for change. Without their involvement the initiative can be isolated or lose credibility as just a pet issue of the CEO (Arredondo, 1996). Gardenswartz and Rowe (2009) observe that “in [our] many decades of experience, [we] have only once seen a grass-roots organizational effort succeed. Where the leaders go – the organization goes” (p. 39).

The literature also suggests that it is equally important that not just the top of the organization, but the executive team publicly champion the cause in order to influence organizational change. Gardenswatz and Rowe (2009) claim that “executive leaders need to be role models and advocates for this strategic focus” (p. 39). The authors go on to explain that these leaders within the organization need to talk regularly about the importance of diversity and inclusion and that it can’t be the last thing on the list that they talk about with staff.

It is also important that all leaders within the organization embrace the values of inclusion. The executive leaders need to be sure their managers are on board.
Middle managers have a great deal of transactional power within organizations. As Morgan, Bacon, Bunch, Cameron, and Deis (2002) point out, “most often, middle managers occupy the hierarchical space between first-line supervisors and department heads in local government” (p. 365). The authors note that middle managers in local government perform four tasks that are central to the effective functioning of their organization: (1) interpret and represent their work unit’s interest; (2) lend or secure assistance; (3) develop organization relationships; and (4) leverage others’ time. Because of the nature of their work and the position in the organization, the support of middle managers is integral to success for the cultural inclusion initiative. Allard (2002) explains that the best training programs or policies will never work if managers themselves lack the skills both in terms of awareness and behavior to support change.

1.4.3.c Organizational Culture

It is important to recognize that all organizations have a culture themselves, including “norms and practices about dress, communication, whom speaks to whom and how, salaries, and promotions are all identifiers of organizational cultural practice,” (Arredondo, 1996, p. 8). Arredondo goes on to explain that the organization’s culture sends messages that are both implicit and explicit to employees about what is acceptable and not acceptable. If there is a difference between the expressed values of the organization’s leadership and the actual practices, customs, and traditions, within the organization, then there is a significant credibility issue with the value proposition. An assessment can help the organization understand if their values match their practices as perceived by employees.


1.4.3. Tools and Tactics for Promoting Inclusion

According to Cox (2001), training is the most widely used tool for managing and valuing cultural diversity. Training tends to focus on awareness and skill-building. Anecdotally, companies have indicated these trainings are an important first step for an organizational change. The goal of training is not to change the organization. Instead, the goal is to educate and raise awareness. The organization’s systems and practices need to be changed to truly effect change (Gardenswartz & Rowe, 2009). Many organizations are onboarding, meaning they are creating new member orientation programs to teach cultural diversity as part of their culture to all new hires (Cox, 2001).

Nishishiba (2012) conducted an exploratory study of local government diversity initiatives in the Portland metropolitan area and Willamette Valley which informs what local governments are doing in the region. Nishishiba looked at what activities these governments had undertaken to support diversity development. According to Nishishiba, most activities could be identified as corresponding with: “(1) diversify the demographic composition of the organization, (2) address better ways to serve a diverse clientele, and (3) integrate and value a diverse workforce” (p. 58). Nishishiba’s research showed that most organizations had undertaken three common tasks and notes “first, many, though not all, local governments established a formal diversity plan. Second, they developed an organizational structure to oversee the diversity development and management initiatives. Third, they provided
diversity training to employees to develop awareness and skills for culture competence" (p. 59).

Nishishiba (2012) also pointed out that most interviewees emphasized the importance of linking the initiatives undertaken by an agency based on a solid needs assessment of both the community and employees. This underscores the point that each organization and each community should examine its needs and develop the right strategies and tactics to address their unique challenges.

Another common theme in the literature is warnings against empty gestures and hollow words. Bielby (2008) argues that symbolic gestures like posters and policy statements that are not followed are not effective. The most effective approaches include monitoring and accountability along with policy changes. This resonates with the observations provided by the participants in Nishishiba’s (2012) exploratory study, who emphasized the importance of institutionalizing diversity work. They emphasized that “confining diversity activities and advocacy to one person or an office weakens a sense of ownership among employees and could result in a slow, frustrating, and unproductive process. One interviewee noted: ‘Get your employees involved. Your employees are the best spokespersons for diversity’” (Nishishiba, 2012, p. 62).

Supporting the need for institutionalization, Borrego and Johnson (2012) remind us that “what gets measured gets done" (p. 132). The authors suggest using performance measures to track organizational progress on culture change.

One way to encourage employee involvement is the establishment of a diversity council or advisory group internal to the organization. Gardenswartz and Rowe (2009) explain that diversity councils can help root the issue in terms of what the employees within the organization are actually facing. Advisory groups can be
an effective tool, if they represent the whole body of the organization, to define obstacles and opportunities for improvement.

In summary, the best strategies for creating a welcoming environment for diversity should feel very familiar to public sector organizations. They begin with studying and assessing the needs of the organization’s employees and the community it serves. The active support of leadership is key. The active involvement of staff at all levels is needed. Forming a diversity advisory council of staff, in addition to an external advisory committee, is helpful to monitor the needs of staff. Finding ways to institutionalize the values, and not marginalizing the issue as within the domain of one staffer, is important. Arredondo (1996) articulated her recommended guidelines for preparing organizations for diversity initiatives. Her recommendations were consistent with much of what is reviewed (see Table 3 below).

Table 3: Recommended Guidelines for Diversity Initiatives (Arredondo, 1996, p. 47)

| 1.   | Clarify who will manage the process. |
| 2.   | Make the preparation phase a formal process with tasks. |
| 3.   | Designate a diversity director or point person with real power. |
| 4.   | Establish a diversity committee or council. |
| 5.   | Clarify organizational definitions of diversity and diversity management and the purpose and expectation for the diversity initiative. |
| 6.   | Conduct team-building and educational activities for the diversity committee and leaders. |
| 7.   | Recognize the limitations of the committee’s purview. |
| 8.   | Create a mission statement for the diversity committee’s charge. |
| 9.   | Clarify customization and application of the blueprint for change. |
| 10.  | Clarify the role of consultants. |

1.4.3.e Preparation for Expected Backlash and Reflections on Leadership Development

Organizations should be prepared to handle the expected backlash that diversity management initiatives will engender. It is to be expected that these efforts
will cause tension. Lorbiecki (2001) explains that what diversity management seems to do is bring to the surface tensions and conflicts that already existed but were not acknowledged. Cortes and Wilkinson (2009) observe that “managing diversity is a ‘wicked problem’ or ‘adaptive challenge’ that does not have clear solutions. The challenge exists in an open-system where many causes interact to add to the complexity” (p. 26-27). Some argue that the promises of diversity management have not been realized and that by focusing more on differences they alienate participants (Lorbiecki & Jack, 2000).

The literature is clear that the characteristics that have been proven to be successful leadership traits align well with the traits needed for cultural competency. Instead of being overly concerned about the inevitable backlash, organizations would be better served focusing on the mutual benefits of teaching leadership development and cultural competency at the same time. In fact, Gardenswartz and Rowe (2009) state that diversity training is most effective when integrated into existing trainings, specifically supervisor training.

Two of the leading authors in leadership, Kouzes and Posner, (2007) in their book The Leadership Challenge, present five key leadership practices. Although the authors do not directly discuss culturally competent practices in relation to leadership behavior, their five practices of exemplary leadership directly relate to the types of behaviors a person with a high regard for cultural competency would need to display. Fischer (2009) also notes that “reflecting on Kouzes and Posner Leadership Practices and using their LPI assessment is ‘an excellent cross-cultural instrument.’ The practices do not vary from industry, profession, or country, and ‘underscore that good leadership is a universal and learnable process’” (p. 128). Table 4 correlates
Kouzes’ & Posner’s (2007) leadership practices with examples of culturally competent behaviors.

Table 4: Correlating Leadership Practices with Culturally Competent Behaviors

<table>
<thead>
<tr>
<th>Leadership Practice</th>
<th>Description</th>
<th>Link to Culturally Competent Behavior</th>
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<tbody>
<tr>
<td><strong>Model the Way</strong></td>
<td>“Exemplary leaders know that if they want to gain commitment and achieve the highest standards, they must be models of the behavior they expect of others. Leaders model the way.” (Kouzes &amp; Posner p. 17)</td>
<td>Leaders can model the culturally competent behavior they want their team members to embody. Manage by walking around. Respect and understand employees from other cultures. Know your team members as individuals. Make people feel safe to contribute. Acknowledge and reward culturally competent behaviors in team members. Surround yourself with diverse people within the organization. Don’t just hang out with other managers – stop and pay attention to everyone regardless of position level. Communicate inclusiveness by your own behaviors.</td>
</tr>
<tr>
<td><strong>Inspire a Shared Vision</strong></td>
<td>“Leaders cannot command commitment, only inspire it. Leaders have to enlist others in a common vision.” (Kouzes &amp; Posner, p. 17)</td>
<td>By definition a “common vision” assumes communal participation in the development of the vision. Truly build the vision collectively and be inclusive of all team members in establishing your group’s vision.</td>
</tr>
<tr>
<td><strong>Challenge the Process</strong></td>
<td>“Leaders are pioneers. They are willing to step out in the unknown. They search for opportunities to innovate, grow, and improve.” (Kouzes &amp; Posner, p. 18)</td>
<td>Be a champion for cultural competency development in your organization. Educate your staff about the changing demographics and the importance of expanding their world views. When products are brought to you, ask your team members who reviewed and contributed. Make inclusion of different viewpoints an expectation for your evaluation.</td>
</tr>
<tr>
<td><strong>Enable Others to Act</strong></td>
<td>“Leaders foster collaboration and build trust.” (Kouzes &amp; Posner p. 20)</td>
<td>Train employees on the importance of respect and understanding of cultural differences of all types. Get to know individuals on your team and understand how to inspire the best out of them. It won’t be the same technique for each person. Adjust yourself to motivate them.</td>
</tr>
<tr>
<td><strong>Encourage the Heart</strong></td>
<td>“Leaders encourage the heart of their constituents to carry on.” (Kouzes &amp; Posner, p. 20-21)</td>
<td>Find ways to let people excel at what they enjoy doing. Recognize and reward them in the way that they would appreciate. Personalize your interactions and be authentic.</td>
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</tbody>
</table>
Borrego and Johnson (2012) also advocate that managers need to be held accountable for their diversity and cultural inclusion efforts. They provide a list of suggested measures to assess managers’ actions. The following (Table 5) combines and correlates Borrego and Johnson’s suggested measures for managers to undertake with the corresponding Kouzes and Posner leadership practice. The table demonstrates that there are many steps managers and supervisors can take that are examples of both good leadership practices and cultural competency. These behaviors are intertwined and organizations would be best served by recognizing that by definition if your leaders are truly modeling the best leadership traits – then they already have the building blocks necessary for cultural competency.

Table 5: Linking Leadership Practices with Suggested Culturally Competent Measures from Managers

<table>
<thead>
<tr>
<th>Analysis for Link to Culturally Competent Behavior</th>
<th>Application of Suggested Measures for Managers (Borrego &amp; Johnson)</th>
</tr>
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<tbody>
<tr>
<td><strong>Model the Way</strong></td>
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</table>
| Leaders can model the culturally competent behavior they want their team members to embody. Manage by walking around. Respect and understand employees from other cultures. Know your team members as individuals. Make people feel safe to contribute. Acknowledge and reward culturally competent behaviors in team members. Surround yourself with diverse people within the organization. Don’t just hang out with other managers – stop and pay attention to everyone regardless of position level. Communicate inclusiveness by your own behaviors. | 4.2.1 Has attended training on cultural competence & cultural diversity  
4.2.6 Gives culturally diverse employees challenging assignments  
4.2.7 Makes an effort to hire culturally diverse employees  
4.2.10 Mentors culturally diverse employees  
4.4.3 Explains organizational requirements  
4.4.5 Encourages feedback from employees  
4.4.7 Encourages employee to have cross-cultural mentors  
4.5.6 Is comfortable discussing his or her own cultural background  
4.5.7 Can effectively manage cross-cultural work teams  
4.6.2 Includes culturally diverse employees in his/her informal group  
4.6.4 When appropriate, includes culturally diverse employees in meetings with other organizational units  
4.6.5 Interacts with culturally diverse employees equally |
<table>
<thead>
<tr>
<th>Inspire a Shared Vision</th>
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<tbody>
<tr>
<td>By definition a &quot;common vision&quot; assumes communal participation in the development of the vision. Truly build</td>
<td>4.2.2 Articulates the value of cultural diversity to the success of the organizational unit</td>
</tr>
<tr>
<td>the vision collectively and be inclusive of all team members in establishing your group’s vision.</td>
<td>4.3.5 Communicates the importance of cross-cultural relationships in creating effective work teams</td>
</tr>
<tr>
<td></td>
<td>4.5.1 Articulates the demographic and cultural changes in the organization</td>
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<tr>
<td></td>
<td>4.5.2 Formulates a long-term plan to adapt to the changing cultural environment</td>
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<td></td>
<td>4.2.8 Explains organizational culture to employees</td>
</tr>
<tr>
<td></td>
<td>4.3.1 Understands cross-cultural verbal and non-verbal communications</td>
</tr>
<tr>
<td></td>
<td>4.3.6 Understand how cross-cultural misunderstandings can be created</td>
</tr>
<tr>
<td></td>
<td>4.4.6 Encourages employee to develop cross-functional relationships</td>
</tr>
<tr>
<td></td>
<td>4.6.3 Meets with culturally diverse individuals for informal conversations</td>
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<tr>
<td></td>
<td>4.2.3 Requires cultural competencies in employee development plans</td>
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<tr>
<td></td>
<td>4.2.4 Provides feedback to employees on cultural competencies</td>
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<tr>
<td></td>
<td>4.2.5 Gives employees opportunities to attend cultural competence and cultural diversity workshops</td>
</tr>
<tr>
<td></td>
<td>4.4.1 Formulates formal career development plans for each employee</td>
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<td></td>
<td>4.4.2 Mentors employees</td>
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<td></td>
<td>4.4.4 Provides feedback to employee on how employee is viewed by others</td>
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<tr>
<td></td>
<td>4.5.3 Send employees for cultural competence and cultural diversity training</td>
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<td>team members who reviewed and contributed. Make inclusion of different viewpoints an expectation for your</td>
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<tr>
<td></td>
<td>4.2.9 Understands the opportunities and challenges that cultural diversity can bring</td>
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<td></td>
<td>4.3.2 Provides constructive feedback to culturally diverse employees</td>
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<td></td>
<td>4.3.3 Communicates a safe environment where culturally diverse employees feel comfortable sharing their</td>
</tr>
<tr>
<td></td>
<td>cultural characteristics</td>
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<td></td>
<td>4.3.4 Communicates in a way that lets employees know they are each a valued member of the team</td>
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<td></td>
<td>4.6.1 Meets with affinity groups</td>
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In summary, in this section literature relevant to cultural inclusion was reviewed. Key areas of literature reviewed include: the definition of cultural inclusion, its importance to public administration, obstacles to overcome and opportunities or tools that are commonly identified to support cultural inclusion within organizations, and the leadership implications for focusing on cultural inclusion. The literature provides a basis and framework for the data collection and data analysis. In the following section, research design and data collection approach for this project are explained.

2.0 Research Design and Data Collection

2.1 Research Questions

The purpose of this research is to ascertain how ready the City of Beaverton is to undertake cultural inclusion initiatives. The research is intended to understand if the city has in place what it needs to be successful implementing cultural inclusion initiatives – and if not, what is missing? In order to answer the question, a number of sub-questions will have to be answered.

1. Does the City of Beaverton’s leadership and staff have a consistent understanding of the term cultural inclusion?
2. What are the key challenges to implementing cultural inclusion initiatives?
3. What support or tools does the city need to implement cultural inclusion initiatives?
4. What is the relationship between leadership’s expressed desire to increase cultural inclusion with external community members and the state of cultural inclusion within the organization itself?

5. What are the leadership implications for City of Beaverton public officials in relation to cultural competency?

The expected outcome of the research is the identification of areas of opportunity for the city to work on to support cultural inclusion initiatives. This capstone project should provide a roadmap for both the human resources department and the city’s cultural Inclusion program coordinator as they work together to develop cultural inclusion initiatives.

2.2 Data Collection and Analysis

In order to address the research question and sub-questions, two types of data were collected: stakeholder interviews and an employee survey.

2.2.1 Stakeholder Interviews

Data collection involved qualitative interviews of Beaverton leaders, community advisors, and city staff. 25 people were identified (listed in Appendix A) to interview based on their professional expertise, area of interest in public involvement or cultural inclusion, or their position level within the organization. They were asked a series of questions about their views of Beaverton’s readiness for cultural inclusion initiatives (See Appendix B for the list of interview questions). The interviews were scheduled over a three week timeframe. Depending upon the interviewee, the interviews took between 30 to 60 minutes. They were
complete by May 3, 2013. No audio recordings were made of the interviews but detailed notes were taken recording participants' answers.

After the interviews, I typed my notes into a document creating a unique table for each question that was asked. I was disciplined about typing my notes the day of the interview to ensure the accuracy of my memory and reading of the notes.

In order to ensure a fair and unbiased interpretation of the data, I coded responses by theme and examined the frequency of occurrence of each code. For example, in the analysis, I examined what percentage of respondents shared a particular point of view versus a different view. This way I could quantitatively verify that my qualitative interpretations of dominant themes were not affected by my personal bias. Detailed summary of the stakeholder responses are included in Appendix C.

Another challenge of the data collection was the fact that I interviewed such a large sample size. I ended up with 32 pages of typed notes. The questions may have been structured but the responses were not. I originally thought I would summarize each question for the analysis section of the capstone, but quickly realized that the themes of the responses really began to blend together. This meant that I had to restructure the analysis. Instead of being based on examining each answer to a question, it became an exercise of identifying key themes in the interviews and clearly articulating those themes in relation to primary research questions.
2.2.2 Employee Survey

In addition to the stakeholder interviews, a survey for all city staff was administered in order to measure their attitudes and opinions in relation to cultural inclusion. Currently, the city does not have any baseline assessment information available on how employees would rate themselves, their department, or the city as a whole, in relation to cultural competency. With assistance from Dr. Nishishiba, an all-staff survey was drafted (See Appendix D for the survey form). The survey was reviewed and approved by the administration, the human resources department, the city attorney’s office, and the public information manager.

After incorporating all edits and comments, I worked with the city’s auxiliary services program to make the survey available electronically to all staff. Because not all staff use computers – particularly the public works field employees – I met with public works administrative staff and provided them paper copies of the survey. The administrative staff helped promote the survey by handing it out at line-checks at the beginning of shifts. I then entered the completed paper survey responses into the electronic survey tool to assure the consistency in the data tabulation.

The response rate for the survey was approximately 43%, with 221 responses out of 513 full-time-equivalent positions. In comparison to the typical online survey, with a response rate of 10-20% (Constant Contact, 2013), a response rate of 43% is incredibly high. This is an indication of interest in the topic among employees and a sign of possible opportunity to further address the topic with employees.
2.2.3 Limitations in Data Collection

As noted in the literature review section, Gardenswartz and Rowe’s (2009) recommended steps for organizational assessments (see table 2). In this study, due to the time and resource limitations and lack of access to necessary data collection tools, not all steps were followed and completed. Table 6 below lists Gardenswartz and Rowe’s suggested steps and identifies steps that were reviewed in this capstone project. The final column lists opportunities for the city to further explore in the future.

Table 6 Recommended Steps for Organizational Assessments – Additional Steps to Consider (Gardenswartz and Rowe, 2009, p.40)

<table>
<thead>
<tr>
<th>Steps</th>
<th>Description</th>
<th>Still to be Accomplished</th>
</tr>
</thead>
</table>
| 1     | Reviewing existing data, employee opinion survey results, customer satisfaction information, demographic data about the workforce, labor force and marketplace, turnover statistics, and grievances and complaints. | • Identify tools to capture and measure customer satisfaction information  
• Analyze turnover statistics, grievances, and complaints  
• Analyze workforce demographics in terms of positional responsibilities |
| 2     | Interviews with leaders to learn their goals and expectations as well as what they perceive as obstacles or challenges. | (Completed) |
| 3     | Convening focus groups with managers, supervisors, and employees, to learn about employees’ perceptions of treatment. | • Convene focus groups. Particularly consider focus groups with Beaverton’s small minority workforce facilitated by a consultant. Are there perceptions/experiences noticeably different than the all-employee survey? |
| 4     | An employee survey to gather statistical information about employees’ perceptions. | (Completed). Survey should be repeated to measure progress and ensure accountability. |
3.0 Results

The central question of this capstone is how ready the City of Beaverton is to undertake cultural inclusion initiatives. In order to examine this question, it is important to look at the big picture: Where is the city, in terms of its thinking about cultural inclusion, what progress has it made, and what assets does it have to address the opportunity?

3.0.1 Organizational Appreciation for Cultural Inclusion

The stakeholder interviews highlighted that there is a deep appreciation for the need for cultural inclusion in the organization. Participants described cultural inclusion in terms of the City of Beaverton’s approach as creating a welcoming and open environment for diverse participation in city government. The majority of interviewees described cultural inclusion in terms of the city’s efforts to make city government more accessible to all residents. Examples of comments shared by stakeholders include:

- “That all of the residents of an area are welcome to participate in government process.”
- “[O]ur city government is working for all citizens regardless of cultural affiliations.”
- “[W]e are trying to say your culture/traditions are not a barrier in participating and we welcome your culture and participation in civic life.”
- “Wonderful situation to be in….trying to figure out how to include more people in civic life. We are a laboratory for how to do it better because we are such a diverse community.”
Stakeholders shared various reasons why they viewed cultural inclusion as important to Beaverton. Eleven participants commented on Beaverton’s diverse population as one of the important reasons. One of them described the reasons for cultural inclusion as, “Because we live in a community that serves one of the most culturally diverse communities.” Six people expressed various arguments that cultural inclusion improves the organization’s effectiveness either internally, externally, or both. For example, one of them said, “It will help us serve the public better.” Other stakeholders discussed inclusion as a naturally good and important thing for the organization, the importance that the workforce at City Hall reflects the community it serves, and the idea that inclusion improves morale.

As mentioned in the data collection and analysis section, the high participation rate in the all-staff survey (43%) suggests a high interest in the topic. The responses to question nine in the survey that asked, “How would you rate the importance of cultural competency as a valued skill-set at the City of Beaverton, with 1 being not very important and 5 being extremely important?” provided some insights. The average rating to the question was 3.48, representing 70% on a 5-point scale (Appendix E). In addition, 40.4% of employees indicated they have received some cultural inclusion training in the past three years (Appendix E, survey question six), even though the city does not an internal or mandatory training program. Consequently, 34.1% of those who attended training indicated that it was not city-provided training (Appendix E, survey question seven). This, however, could be a labeling issue, as many employees might be crediting the Beaverton School District for co-sponsored trainings. It could also mean that they
took diversity and cultural inclusion training on their own, due to personal interest. For example, some respondents specifically credited outside affiliations or church organizations for the trainings they attended.

It is important for the organization to communicate the importance of cultural inclusion, effectively and consistently throughout departments. In the all staff survey when asked, “Does your department talk about cultural inclusion?”, 47.2% of respondents said no, and 10.6% were unsure. This might suggest that employees are receiving the message on the importance of diversity from the mayor or the community inputs, but not directly from their management or department leaders. One comment shared on the employee survey bolsters the point. The respondent noted, “If Directors worked top-down to support cultural inclusion it would benefit/improve our work environment. More specifically working together as a team with our cultural differences” (Appendix E, question 15). As covered in the literature review (1.4.3.b), it is important that all of executive leadership and management be onboard for successful organizational implementation of initiatives.

3.0.2 **Identifiable Leadership and Community Support**

Mayor Denny Doyle gets a lot of credit from stakeholders for personally championing the cultural inclusion issue. Mayor Doyle is a huge asset because of his leadership and personal passion for the topic. When asked about what contributed to any success the city has had on cultural diversity and inclusion, respondents overwhelmingly credited the mayor. People see the mayor as a tremendous asset for bringing this issue to the forefront and pushing for the cultural inclusion position. They noted:
· “The Mayor’s focus. We wouldn’t have the success without the Mayor’s focus.”

· “Denny. He stated it was a priority. He had push back and still went forward. His relationships. His tenacity.”

While the mayor was identified as an important promoter of diversity, it was interesting that the only other organizational leader who was identified as a key champion of diversity was the police chief. He was credited for his personal leadership style and for creating a new non-sworn community outreach position. One stakeholder specifically contrasted the mayor’s leadership with concern over how the council has come across to the public. This stakeholder noted,

· “I would like to see the Council take more of a leadership role with the Mayor. The Mayor has been very cool on this subject but I want more out of the Council…..I don’t think the Council is against inclusion – but I’m not sure they don’t look like they are. It is good the City got the cultural inclusion position but the struggle to get it was not good.” (See Appendix C, question 10, for full quote)

Stakeholders also gave a lot of credit to Beaverton’s diverse community members, particularly for advocating and testifying to the City Council on behalf of the need for the cultural inclusion position. They noted, “Community support for the cultural inclusion coordinator position was critical.” Other examples of community support that were identified were the Mayor’s Diversity Task Force, the visioning process, the Human Rights Advisory Committee, and the Center for Intercultural Organizing’s community leaders’ boot camp.

3.0.3 Current Activities

The stakeholder interviews identified that many people are thinking about the question of how to be more culturally inclusive, but there is not a lot of coordinated dialogue among stakeholders. For example one participant said,
“Is anyone beyond the Mayor, Council, and cultural inclusion coordinator, looking at this?” (Appendix C, question 5). Many stakeholders shared examples of successes or activities, but also expressed an uncertainty about what was going on globally within the organization. One stakeholder described the situation, noting, “Philosophically as an organization we are ready [for cultural inclusion, however,]. No, I don’t experientially think we are ready.”

Some examples of existing culturally-inclusive activities mentioned by stakeholders include: the hiring of the cultural inclusion coordinator position, Mayor’s Diversity Task Force forums, bilingual outreach meetings and efforts to connect with different cultural organizations by the police department, increased city translation of documents, the visioning process, Human Rights Advisory Committee’s sponsorship of cultural conversations, and the Beaverton International Celebration. The library shared specific metrics, including that they have 17,000 non-English items in their collection, 32 volunteers from other countries, and multiple story times in languages other than English.

3.1 Unclear Definition or Purpose

**Research Sub-Question One:** Does the City of Beaverton leadership and staff have a consistent understanding of the term cultural inclusion?

3.1.1 Need a Clear Definition for Cultural Inclusion

One thing that came across very clearly is that there needs to be clarity on a number of issues. First, there is not a clear definition of what the city is trying to achieve, who the city is trying to reach, or what the organizations mean when it talks about being culturally inclusive. While there is widespread
acknowledgement that city leadership is focused on outreach to people from various ethnic group identities or nations of origin, there is not clarity about what this means in terms of organizational efforts to be more culturally inclusive.

Stakeholders were asked to clarify how they personally defined the word culture in terms of cultural inclusion and what groups they were referring to for their definition. Many commented on the fact that their personal definition did not match what they perceived city leadership’s to be. Other participants also stated they were unclear what the city meant by cultural inclusion. This question of definition - not only of terminology, but purpose - was the most common theme in the interviews, and a thread of the topic appears in response to every question. Examples of stakeholder comments include:

- “I haven’t heard a common definition of cultural inclusion.”
- “First we need to define what we need to do and think about defining it at a deep level.”
- “As a city we haven’t defined it really well. Not been in general agreement. One of those areas everyone has a different definition and understanding. From the top down there is not a clear definition.”
- “Not sure what the city’s parameters are.”
- “The largest barrier is an understanding of what cultural inclusion is throughout the organization that is consistent.....We need to be clear what’s our role and what’s our goal.....What are we trying to accomplish? Need to frame what cultural inclusion is as a city.”
- “I don't think the city had clearly defined what ‘cultural’ means in the context of the questions above. I think most people think about ethnic differences, but diversity and cultural inclusion could mean cowboy culture, urban culture, skater culture, gay, straight culture, etc... If the city means ‘ethnic’ cultural inclusion then they need to clearly say that, and define that. I also think we talk too much about our differences and not enough about our similarities as human beings. I do think the city is trying to do a better job of providing information and services to include the diverse ‘ethnic’ groups in our community, but we all need
to be better educated on the subject, whether we’re talking about ethnic differences, life style differences, world view differences, etc."

58% of stakeholders defined culture broadly, while 42% defined culture as more focused on ethnicity or nation of origin. Examples of the variation of definitions are typified by the following: “I think cultural inclusion is broader. Ethnic backgrounds is one part of it. Youth, seniors, women, the list goes on,” and, “Cultural inclusion is the ongoing efforts to conduct outreach to all ethnic minorities.” (Appendix C, question one). This finding is further supported by the employee survey (Appendix E, question 9). When asked, “What do you think contributes to a person’s culture? Check all that apply,” more than two-thirds of respondents believed every factor contributed to culture. But for those who opted to pick and choose from individual factors, some factors like sexual orientation, gender, and age, scored relatively low.

**Chart 1: Employee Survey Question Nine – What contributes to culture? (Appendix E)**
3.1.2 Need for a Clear Focus and Understanding of Purpose

Some people expressed concern about what they perceive to be the pitfalls of a narrow focus for cultural inclusion. For example, one employee shared the view that the city’s focus on ethnicity alone was overly simplistic and could lead to people feeling excluded:

- “As a city, we need to stop thinking about cultural inclusion as being exclusively about ethnicity or race. An individual person’s culture is about much more than what they look like, and everyone is different. It's much too simplistic—and honestly, pretty offensive—to target our outreach as a city to specific categories of ethnicities (see [reference omitted] with outreach broken down by percentages of what race people are). Some ‘white’ people may really care about cultural inclusion, but because they're part of the majority race, they are dismissed as unimportant when you focus only on what race people are, instead of their individual attitudes and capacities.” (Appendix E, question 15, response 42).

Some stakeholders specifically commented that the city was focused on ethnic minority outreach and not looking inward at the organization. For example, stakeholders noted:

- “City leadership is focused on countries and cultural backgrounds. City leadership is not talking about other things.”

- “The city wants to develop minority leaders in the community. The emphasis is an external focus. But internal is important too but less of the focus.”

Stakeholders universally expressed an appreciation for the efforts to involve ethnic minorities and foreign-born residents. However, in the employee survey (Appendix E, question 15), a few comments offered different
perspectives, ranging from the city should focus on unity and not diversity, and the city should not try to reach out to its diverse population.

Stakeholders also emphasized the importance of the city establishing clear goals for its cultural inclusion efforts. People are looking to city leadership to tell them exactly what they expect staff should be doing. “We need real benchmarks.” “We need alignment from leadership on what their expectations are.” Stakeholder comments echoed the literature review in Table 3, on Arredondo’s Guidelines for Diversity Initiatives (1996), stating the importance of the organization clarifying definitions, purpose, and expectations for employees.

### 3.2 Key Challenges and Support Tools Needed

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<th>Research Sub-Question Two:</th>
<th>What are the key challenges to implementing cultural inclusion initiatives?</th>
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<tr>
<td>Research Sub-Question Three:</td>
<td>What support or tools does the City need to implement cultural inclusion initiatives?</td>
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#### 3.2.1 Workforce Readiness

More than two-thirds of stakeholders described the city as not very prepared for implementing cultural inclusion initiatives. But the stakeholders were also quick to point out that there was strong consensus and willingness to do something. Many respondents described the city as being in a better position than in the past to address the issues. Participants called for clarification of what the city was trying to achieve, specific goals, and a plan for reaching those goals. In the stakeholder interviews, participants were specifically asked to “[A]ssess the level of the City’s preparedness for cultural inclusion initiatives”.

Page 39
65% of stakeholders described or rated the city as not very ready or prepared.

22% chose not to rate the city. They either explicitly said they didn't know or didn’t offer an opinion. 13% rated the city as very or well-prepared to move forward (Appendix C, question 5). Examples of stakeholder comments include:

- “Philosophically as an organization we are ready. No, I don’t experientially think we are ready.”
- “I don’t think we have enough tools in our toolbox. We have great desire....To date we’ve focused on awareness and importance....Is it a language thing, a culture thing? What is the problem we are facing?”
- “Between one and two on a 10-point scale. We are not even close. Interest is very high but we don’t know how to do it. The issue is not on citizen’s radar at all. We have a long way to go.”

For the employee survey, staff were asked a series of rating questions about their views of themselves, their department, and the city overall in relation to cultural inclusion (Appendix E, questions 11-14). Staff rated themselves higher than either their department or the city overall. Employees assessed themselves with an average rating of 3.69 for their own personal preparedness to work with Beaverton’s diverse community. This translates to a 74% rating. This was a very striking difference between employees’ views of their own abilities and the stakeholders’ views of the organization’s readiness for cultural inclusion.
Data analysis of the survey demonstrated a slight difference in how supervisors and non-supervisors answered question 12. Supervisors rated their own personal preparedness (3.56) just slightly lower than non-supervisors did (3.76). Further analysis was conducted, looking at how supervisors and non-supervisors responded to question 6, asking if they have attended diversity or inclusion training in the past three years. While only 40.4% of city staff answered that they had attended training, the majority of those answered they were non-supervisors. According to the survey, 45%, or 39 out of 87, of the employees who attended training were supervisors (Appendix E, question 6).
This would suggest that the city should consider boosting management participation in diversity and inclusion training and then look to see if supervisors gain confidence in their abilities. The city should think about the suggestions in Section 1.4.3.b in the literature review, that it is critical to train and bring all management staff onboard.

Employees were asked in the survey to rate their department and the city overall. These scores are detailed in the following charts.

Chart 3: Employee Survey Question 11 – Please rate if you feel like your department is prepared to support cultural inclusion on scale of 1 to 5, with 1 being not very prepared and 5 being very prepared. (Appendix E)
Chart 4: Employee Survey Question 14 – On a scale of 1 to 5, do you feel the City of Beaverton does a good job providing a culturally appropriate customer service to citizens, with 1 representing not very good job and 5 representing a very good job? (Appendix E)

<table>
<thead>
<tr>
<th>Rating</th>
<th>Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>3</td>
<td>30</td>
</tr>
<tr>
<td>4</td>
<td>40</td>
</tr>
<tr>
<td>5</td>
<td>50</td>
</tr>
</tbody>
</table>

Average Rating 3.40

3.2.2 Challenges for Diverse City Employees

As discussed in Section 1, the City of Beaverton does not currently have a diverse workforce. This observation was repeated many times in stakeholder interviews in many different ways. Stakeholders talked about the lack of ethnic diversity in the city workforce, specifically the lack of ethnic minorities or women in leadership positions or upper management.

- “We need people here who look like the community we serve.”
- “No women, besides Nancy, is in senior leadership. All executive assistants are women. That is a very striking visual.”
- “Recruit more people of color for supervisor positions.”

In the survey, employees were asked, “On a scale of 1 to 5, do you feel the City of Beaverton does a good job creating a culturally inclusive work environment for employees, with 1 representing not a very good job and 5
representing a very good job?" Employees overall rated the city a 3.29 (Appendix E, question 13). However, further analysis shows there was significant variance among minority employees in answering the question. The following table shows a cross-tab analysis of how different racial minorities answered question 13.

**Chart 5: Cross-tab of how different racial groups rated the city for creating a culturally inclusive work environment for employees** (Appendix E, Question 13)

<table>
<thead>
<tr>
<th>Race</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>3.35</td>
</tr>
<tr>
<td>Pacific Islander/ Native Hawaiian</td>
<td>1.00</td>
</tr>
<tr>
<td>Native American/ Native Alaskan</td>
<td>3.80</td>
</tr>
<tr>
<td>Asian</td>
<td>3.11</td>
</tr>
<tr>
<td>African American/Black</td>
<td>2.00</td>
</tr>
</tbody>
</table>

Further analysis of the descriptive statistics showed no material difference between the overall average employee rating (3.29) and Hispanics (3.27) or women (3.30). It would be interesting for the city to follow up with the focus groups recommended in section 2.2.3, and see if they can dig deeper into understanding the reasons behind the ratings from different groups.

One interesting trend was among younger employees who provided lower scores to all of the rating questions. For example, on question 13, millennial employees, born after 1981, gave an average rating of 3.0, generation-X employees, born between 1965 and 1981, averaged 3.2, and boomers, born
between 1946-1964, gave the city an average 3.47. The focus groups would be a good opportunity to better understand differences in perceptions among the various generations within the workforce. However, the stakeholder interviews provided a clue. Multiple participants commented on their hopes for the future based on their role as a parent. They shared that their kids were colorblind and didn’t care about differences the way the older generations do. Perhaps the lower assessment scores are a sign that there is a gap between the younger employees’ personal values and practices, and those they see dominate the organizational culture.

In the employee survey, a few people shared concerns about treatment of minorities. One person shared, “Being a minority here at the department it is clear that this city and department are not ready to be culturally inclusive of its employees’ heritage.” (Appendix E, question 15). This was confirmed by a stakeholder who questioned whether a good portion of their department was ready to accept the concept of cultural inclusion.

### 3.2.3 Tools and Support Needs Identified by Participants

Stakeholders consistently identified the same things needed to support cultural inclusion efforts. Although, it was also common for stakeholders to say they were not sure what specifically to do. Specific topics mentioned by staff particularly were language barriers and the need for training. Stakeholders also talked about the need for quality training for staff on cultural customs – what to do and what not to do. Many stakeholders were unable to articulate specifics of what support city staff needed beyond language and customs issues.
One topic that many stakeholders discussed was the need for assistance with hiring practices. Multiple stakeholders talked about how managers may not even realize they are predisposed to hire someone like them. “HR has a big role in this. People tend to hire people that look like them and that is a tough nut to crack” (Appendix C, question 6). Employees are looking to HR to take on a bigger role in assisting them with culturally inclusive practices.

Views among stakeholders varied widely about who should be trained. Stakeholders suggested everything from front-line staff with heavy interactions with the public should be the priority, all employees should be trained, department heads, managers, new hires during orientation, and various other combinations. Some specifically mentioned including city councilors and volunteers in training opportunities.

Stakeholders were also quick to point out that staff need practical skill-building trainings and tangible support services. One participant commented, “We need cultural training that is serious. Not just one day events where someone comes and talks about their life for a half hour…..That executive that came from [organization omitted] didn’t help me. We need a resource base that is easily accessible – we need a translation service that is used….. Cultural inclusion is a structural problem.” (Appendix C, Question 5)

Table Seven: Tools or Support Specifically Mentioned As Needed

<table>
<thead>
<tr>
<th>Stakeholder Interviews or Employee Survey (Data Sources)</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Clear definition of cultural inclusion</td>
</tr>
<tr>
<td>• Clear purpose for cultural inclusion</td>
</tr>
<tr>
<td>• Goals/expectations/measures/benchmarks</td>
</tr>
<tr>
<td>• Plan</td>
</tr>
<tr>
<td>• Better systemic coordination of the cultural inclusion coordinator’s work to the rest of city staff</td>
</tr>
<tr>
<td>• A more diverse workforce</td>
</tr>
<tr>
<td>• Training for overcoming language barriers</td>
</tr>
<tr>
<td>• Language line</td>
</tr>
<tr>
<td>• Promotion of existing language resources</td>
</tr>
<tr>
<td>• Training for how to communicate with different cultures / customs</td>
</tr>
</tbody>
</table>
- Staff buy-in
- Overcoming staff / volunteer biases
- Training at no-cost to departments (come from HR budget vs. individual departments or extra-help dollars to cover – not just training dollars but money to cover the desk with other staff when they are at trainings)
- Expectations departments heads and managers participate in training as well
- Assistance/monitoring/accountability with hiring practices
- More active involvement from HR
- Clear community needs assessment – what does the community need from us?
- Freedom to fail – acknowledgement it is okay we’ll screw up sometimes
- Leadership from managers/ department heads/ council
- Clear expectations for staff along with support for growing their skills and abilities
- More communicating our successes and celebrating
- How to interpret different cultural styles
- Cultural Competency Training
- Be open that our solutions might not be right - we might have to change our view of success based on what we learn from different cultural groups. Do they want to participate in boards and commissions? Do they want to attend our meetings? Or do we need to find new ways to connect with diverse people? Are our ways outdated or not culturally relevant?

### 3.3 Relationship Between External Outreach and Internal Readiness

**Research Sub-Question Four:** What is the relationship between leadership’s expressed desire to increase cultural inclusion with external community members and the state of cultural inclusion within the organization itself?

It is very clear that the city leadership’s focus is on external outreach and that the focus of the city’s new cultural inclusion position is on external outreach to ethnic minority communities. This is contributing to a source of confusion within the organization. First, as reviewed in section 3.1.1, the majority of stakeholders view culture in broad terms. The employee survey suggests a similar view. Although none of the participants specifically stated this, part of the confusion is one of labeling. The city has created a cultural inclusion position, which is inherently viewed by many as a very broad topic, as confirmed both in the literature review and by the stakeholders. But the position has understandably been tasked almost exclusively on external outreach to ethnic
minority communities. This leads staff to wonder about the disconnect between their views of cultural inclusion and the reality of the city’s approach.

Another common complaint from staff is the lack of process for sharing what has been learned from the cultural inclusion program with city staff at-large. One stakeholder shared:

- “Hiring a cultural inclusion coordinator is a good step toward the city dipping its toe in. It is a very introductory first step. And that one staff person has not spilled over as much as I had hoped. All of his efforts, I don’t feel in the loop or a part of it. Not a personal criticism on him but we haven’t set up a system. He is making all of the relationships. Great for him but haven’t seen it spillover to the community. He isn’t working with other staff or departments. I’ve talked with him about it and management but it won’t matter much if it isn’t addressed – which it hasn’t been."

- “The new cultural inclusion hire should be more involved with staff. There is a huge disconnect there. In addition we should have annual trainings."

The city needs to develop a process to address these comments and concerns. Staff are looking to this new position as an opportunity to learn about Beaverton’s diverse community and how best to engage these community members. And, there is clearly some frustration about the lack of information flow. As one stakeholder expressed,

“It would be nice to know from the community perspective, when community members contact us, what are we doing that is good to be more inclusive and where can we improve?"

Another point for the city to consider is not limiting itself to this focus on external outreach. There is clearly a strong calling for training within the organization, a need for specific skill building around language and cultural customs barriers, and a desire to diversify the city’s workforce. This is a great opportunity for the city to think about institutionalizing its cultural inclusion efforts.
As was reviewed in section 1.4.3.c, Nishishiba’s (2012) exploratory study demonstrates that Beaverton would be better served by integrating its approach to cultural inclusion within all departments and systems. This will never happen on the shoulders of one individual. The cultural inclusion coordinator’s work plan (Appendix F) lists nine core areas that position is responsible for establishing. The literature review, especially the exploratory study of other local governments in our area, would indicate it is not realistic or advisable to expect one position to lead in all of these areas. In order to achieve shared responsibility and ownership for cultural inclusion, the city needs to broaden its expectations of other departments and staff and find ways to share the duties. Establishing a shared framework would also help address many of the concerns shared by stakeholders and employees in the survey.

Ultimately, this assessment has clearly demonstrated that the city has work to do to be better prepared for cultural inclusion initiatives. With 500+ employees, serving more than 90,000 residents, the city has to ensure its workforce is equipped to be cognitively and behaviorally ready for cultural inclusion. This internal effort of preparing the workforce has to be equally important to the external communication efforts, or the city will be inviting community members to interact with a workforce that may not be ready or able to participate in successful interactions.

3.4 Recommendations

**Research Sub-Question Five**: What are the leadership implications for City of Beaverton public officials in relation to cultural competency?
In terms of leadership development, section 1.4.3.d offers insights into the best practices and behaviors of leaders and how that relates to the skills necessary to be culturally competent. Reflecting on applying Kouzes and Posner (2007) to cultural competency could be a powerful follow-up from this assessment. The city could benefit from thinking about training employees on the attributes of successful leadership, and how those same attributes are directly related to good, culturally competent practices.

Following the advice of the stakeholders, I wanted to end this assessment offering simple practical recommendations the city could follow, building on the lessons learned through this assessment:

1. **Clarify what is meant by cultural inclusion in a clear policy statement.**

   The city needs to clarify its goal and desired intent for cultural inclusion. It also needs to establish a clear definition of what it means by cultural inclusion. The majority of staff view culture as a broad term encompassing many things. The city’s narrowed focus on ethnic minority outreach contributes to a source of confusion over the goal of cultural inclusivity.

   The City Council should address these issues from a policy perspective. However, the council should be careful not to limit the organization’s policy focus and should embrace a broad understanding and support for cultural inclusion.

2. **Continue assessment efforts.**

   Complete assessment efforts by analyzing employee turnover statistics, grievances, and complaints; and conduct focus groups with different employee groups with outside facilitators. Examine minority employee perceptions within
the organization. Also include cultural assessment questions on surveys of citizens who have had interaction with city departments.

There are some important topics that were beyond the scope of this capstone that the city should explore. The organization would benefit from learning about micro-aggression. The city would also benefit from dialogue about how scary and intimidating government can be for people born in this country, let alone another country, and the impact government interactions have on the public. Staff become so familiar with policies and procedures that they lose sight that they are speaking an entirely different language than the people they serve. The city’s language barriers are deeper than staff realize; government jargon in and of itself is a language barrier. And by more thoroughly surveying citizens who interact with a city department, it might be an eye-opening opportunity for the organization.

Another topic for future assessment is the city’s internal service providers. They have customers too – their colleagues – and this group is often overlooked as not needing these types of trainings. If you surveyed their customers, you might get a very different recommendation.

3. **Invest in broad cultural inclusion training.**

   Train everyone - elected officials, department heads, managers, supervisors, line-staff, and volunteers. Invest in cognitive skill development and teach culturally competent behaviors. Link this learning with leadership development. Teach people to recognize that we all see the world differently, and to be really effective we have to adjust our style to relate to those around us, including our growing diverse community. Utilize the expertise and knowledge of the
Intercultural Communications Institute, a world leader located just outside Beaverton, to help advise and evaluate training options.

Dante James, the director of Portland’s Office of Equity and Human Rights, was a guest speaker to our cohort. I asked Mr. James if he could take any one action to affect change at the City of Portland now, what would he do? His answer was that he would institute mandatory training of every city employee on cultural competency. His argument was you had to walk your talk.

An organization can’t say it is for cultural competency when the experiences people receive when interacting with staff do not reflect the stated values of the organization. You have to teach all of your staff the importance of cultural competency. And the top of the organization has to own it. If your organization’s leader just pays lip service to the topic and then behaves in a manner contrary to the stated values, then everyone in the organization understands this is not a real priority.

4. The Human Resources Department should lead.

The organization is looking to HR to take the lead on cultural inclusion. HR should own the issue and take on the broad definition perspective. Build the lessons learned from community members through the cultural inclusion coordinator’s efforts into the training – but there is no reason to continue waiting to better understand community needs. Staff is clearly in need now, and is calling for assistance. Take the opportunity to help staff understand the value of a broad understanding of cultural competency. Consider asking for a new position to directly support internal inclusion and equity efforts within the city. The literature review demonstrates that internal efforts are best led by the creation of
a director position; however, the work usually begins under HR’s leadership
(Nishishiba, 2012).

5. **Clarify expectations for the cultural inclusion coordinator.**

Redefine the cultural inclusion coordinator position as a ethnic minorities
outreach coordinator, because that is clearly what the focus and expectation is
for the position. That area of responsibility alone is huge and labor intensive. It
requires a great deal of grassroots outreach and organizing. It is not realistic to
expect one person to be able to do that and lead the internal needs of the
organization.

By clarifying the role as being focused on ethnic minority outreach, it opens
the door to shared responsibility for other pockets within the organization to step
up and fill the void. That is exactly what has to happen for it to be
institutionalized. It isn’t as simple as hiring one person to represent the city as a
cultural inclusion coordinator. The city has 513 full-time-equivalent positions and
each of these is an ambassador for the organization. In order to be successful
with its goals to embrace cultural inclusion, the organization does not need one
successful inclusion coordinator – it needs to know its full workforce is prepared
and the organization has the tools in place to support culturally inclusive
practices.

A danger exists if the city continues with the expectation that this one person
is responsible for leading everything in the work plan (Appendix F). Staff are
already vocalizing concerns about lack of collaboration, missed opportunities,
and lack of information sharing on the lessons learned from the external
outreach. The organization is risking creating a no-win situation where the coordinator can’t deliver and continues to lose internal credibility.

6. **Create an internal cultural inclusion advisory committee.**

Recruit a broad cross-section of staff from all departments and position levels to advise on matters of cultural inclusion. Nest leadership of this committee within HR. Create teambuilding opportunities for these staff and leverage them as leaders within the organization. Charge this group with communicating internally about diversity and inclusion efforts. It is clear that there are pockets of innovation within various city departments related to diversity and inclusion but nobody seems to know or be talking about them. This includes CEDD’s photovoice project with PSU, the library’s collection and multi-lingual story times, the police department’s extensive outreach, and much more.

By and large, people are not aware of what is going on outside their own department (or even work group), and staff are losing opportunities to learn from each other, piggyback on successes, and share efforts. It is ironic that the key reason that the city was recognized nationally for its visioning process was for its success with multi-cultural outreach, and yet not a single stakeholder made this connection in the interviews as a success. The organization is not aware of, celebrating, or promoting what it is doing. The city needs periodic updates to council that are system-wide, talking about inclusion efforts and not focused on just the efforts of the cultural inclusion coordinator. As Borrego and Johnson (2012) wrote, “what gets measured gets done” (p. 132). Every department should measure inclusion efforts and jointly update the mayor and council collaboratively through a report out from the internal committee.
The internal committee is also critical for institutionalizing shared responsibility. Staff are clearly looking to the cultural inclusion coordinator to tell them what to do. What the city needs is for staff to become more actively involved in generating solutions, and to grow a larger network to turn to within the organization. Some of the tools staff asked for are already available but they aren’t aware of them. This is a communication and awareness issue that can best be addressed by creating more champions within the organization. If there are more topical experts throughout the organization, then the knowledge will spread.

7. **Keep the leaders involved and talking about the purpose often.**

   People look to their leaders. Mayor Doyle has done a fantastic job making this a priority, and without his leadership the city would not have accomplished what it has to date. He deserves a lot of credit but he can’t stop. He needs to continue talking about the importance of cultural inclusion. The mayor should set the standard for how he expects his full leadership team to be involved and deliver on this topic. The City Council should continue to step up and take an active role, and department heads and senior managers should be expected to publicly and visually do the same.

8. **Create a cultural inclusion plan for the city.**

   Establish a cultural inclusion action plan for the city that addresses strategies for both external outreach and internal organizational improvement. The plan should come from HR, with the ethnic minority outreach work plan being a component.
9. **Examine the city’s public engagement practices overall and consider realignment.**

The city has made amazing strides on the public engagement front. In five years, the city has transformed itself from being criticized for being too closed and not listening to the public, to becoming nationally recognized for its public engagement leadership. But the city’s public engagement efforts are not connected. One stakeholder talked about the need for a regular gathering of public outreach staff from all departments to talk about what they are doing, who they are working with, and how the efforts can be better coordinated.

The city should inventory who is doing what for public engagement and look for opportunities for reporting alignment or even physical alignment among programs or divisions. For example, the cultural inclusion coordinator would be better connected to staff if he had a reporting structure that aligned him with the other public involvement professionals more directly. With city hall relocating in the next year, it presents an opportunity to physically move staff together who should be communicating more regularly, like the neighborhood / community services program, cultural inclusion, and visioning / strategic engagement for example. After these staff are better aligned, consider looking at them as internal consultants. The city has a lot of capacity for public engagement and the Mayor’s Office particularly could be of great assistance to other city departments in this area on a more regular basis.
4.0 Reflections on the Personal Meaning of the Capstone for Professional Practice

4.1 Closing Thoughts

As I start writing this section, I find myself drawn to the beginning. Below is an excerpt from my application essay to join the EMPA program.

I see myself as a life-long public servant. I think it is in my blood. My father has been a life-long municipal volunteer serving for nearly 30 years on his hometown’s planning commission as well as various neighborhood associations and committees. I grew up listening to his stories and feeling a responsibility for civic participation.

Because of my professional responsibilities thus far, I have had a window into the inner-workings of the top of an organization. I like to say I have learned lessons of what I would like to emulate and things that I would not want to emulate. I want to be in senior management in a municipal organization. I would like to stay with the City of Beaverton if possible. I think the Executive MPA is important to broaden my horizons and knowledge base.

I think I am someone who as viewed as having a great deal of leadership potential. But what I find in government service is that we are really good at promoting people with technical skills, or knowledge based skills in a field. We do not do a good enough job training them to be good leaders and managers. I want to add to my portfolio, and hone my skills for leading and cultivating the talent of others. I think the best measure of my success will be the success of the teams that I help build. I hope to broaden my horizons and develop the skill set to inspire the best work possible out of others. I aim to learn to listen more than talk. I strive to build relationships that endure and lead to solving problems through mutual respect and trust. I want to learn how to be a good leader and manager and develop a sense for best practices in public administration. I hope to send a signal to the organization I work for that I am ready for the next level of responsibility and opportunity, and I hope the Executive MPA program will help me achieve these goals.

I have included this portion of my leadership development portfolio from Dr. Ingle’s class, to articulate my evolving understanding of leadership in terms of public sector management.
Through the various class discussions, readings and exercises, our cohort has analyzed the prerequisite qualities for excellent leadership. I find it both daunting and inspiring as I analyze and absorb the ingredients of an ideal leader. No one person can enjoy a large amount of all of these qualities – but the effort of striving toward them will make us better individuals and team contributors. There are some common themes in many of our exercises. It boils down to great leaders model great behaviors and they inspire others to follow them. I identified the most with Kouzes & Posner’s description of exemplary leadership behavior in *The Leadership Challenge*. I think the five traits and their descriptions detailed above encapsulate the core leadership competencies necessary to resolve wicked public sector problems.

Great leaders are authentic and gain buy-in from those around them by the way they model their ideals not by their words. Great leaders have vision. They inspire us and make us want to achieve. We understand where we are headed and why. We feel part of something greater than ourselves, which I think is critical in public service work. Great leaders are not complacent. They push us for excellence. They also know how to build great teams. They enable those around them to excel and give credit where it is due.

I think great leaders also need strong emotional and contextual intelligence skills. You have to be self-aware and self-regulated. You have to know what your strengths are and manage around your weaknesses. You have to build teams that compliment and strengthen the individuals involved. You have to be savvy and politically aware. Know when to seize opportunities and know how to adjust your style given the climate.

Leaders are honest, strategic, ethical, visionary, and get things done. In the public sector, we have to remember as Professor Morgan reminds us, we are responsible for the greater good. We have to own the space forgotten or neglected by others. We have to be champions of best practices, stewards of our legal responsibilities and missions, defenders against the tyranny of the majority, protectors of minority rights, and determined to expand public involvement in decision-making. The best leaders in the public sector remember they are responsible to many voices beyond just those immediately above them on the organizational chart.

I find myself emotional at the end of the EMPA journey and I think it is because I can’t find the words to express how much I have learned through this program. It is clear when you look at the entrance essay that I was looking for something to help me understand my role as a public servant and what it meant
to be a good leader. In the space of two classes, you can see my thinking evolve in the leadership development portfolio excerpt. I’m no longer lost, looking for guideposts. By that time, I had been equipped with some very handy tools to analyze and better understand my roles and responsibility. This program helped me feel like I found the place where I belonged, surrounded by an amazing group of colleagues, who shared a passion for public service and a desire to contribute in a meaningful way to their community. I also found people who cared about not just getting things done, but how things get done.

I am a generalist. I always have been, and likely always will be. As a result, I found the selection of a capstone topic daunting. I couldn’t really imagine finding one topic that I would want to dig too deeply in – that would capture my imagination and inspire me. Then, a few of our cohort members staged a bit of a rebellion and convinced the faculty there was a gap in our learning. They got the faculty to design a cultural competency class for us, arguing that it was a core competency for public sector leaders. They were absolutely right. And I surely hope the EMPA program incorporates this class into its core curriculum moving forward. How can you arguably be preparing the next generation of public sector leaders if you don’t expose us to thinking about the role we play in our changing demographic world? And it is thinking about the role I played that led me directly to this capstone topic.

What truly inspired me to choose this capstone was the guest lecture by Dr. Jack Straton of PSU. Dr. Straton challenged us to understand the institutionalization of racism and sexism and its dominance and toxicity in Portland. Dr. Straton also stated many people are willing to deny the
experiences of people of color. He argued that the denial is the second layer of indignity, and in his opinion worse than the first. He stated many people were perfectly comfortable engaging in the denial, and not directly participating in the behavior. Dr. Straton shared his definition of racism as racial prejudice multiplied by institutional power. Dr. Straton argued that the slight racists within institutions out there are more influential because the effects of small slights are multiplied by being perpetrated over and over again (micro-aggression). The impact of these micro-aggressions, which we have all become complicit in accepting, leads to important power and accessibility gaps. “Social and informal networks are important to the career success of employees. Much work-related information is communicated through informal networks. Information not available through the official organizational structure almost becomes organizational capital that employees use to make their jobs easier for themselves and the other members of their informal networks” (Borrego & Johnson, 2012, p. 105). If you are not included within these informal loops within your organization, you are essentially shut out from critical channels of communication.

Dr. Stranton’s lecture allowed me to gain perspective on the importance of us as individuals owning this topic. I saw myself as having a role to play in these injustices, both as an active but unaware participant, and as a person with the opportunity to influence change. It also got me to think about the importance of our role as individuals in owning cultural competency. We are individuals in a larger organizational bureaucracy which often seems
overwhelming, but we do have the power, and the responsibility, to own our individual contributions to destructive behaviors.

Our cohort members may feel “stuck in the middle” but the one thing we most directly control is our own behavior. We cannot afford to do as Dr. Straton suggests many of us do – ignore what is in front of us. Borrego & Johnson (2012) raised some troubling questions about access to opportunities within an organization such as mentorship. If the circles of power at the top of an organization are tight, and the department directors and/or senior managers look the same, think the same, and socialize mainly with themselves, how do you break through the barriers?

Because I felt I had a personal responsibility to be a champion of cultural inclusivity, this capstone came together. The topic selection process truly embodies what this program is about – leading from where we sit in an organization, owning that we have a greater responsibility to the people we serve than our organizations might instill in us, and thinking about how we can make the world just a little bit better.

4.2 Acknowledgements

I would not have made it through school, especially as a full-time working mom with two beautiful children, without the unwavering support of a lot of people. I want to thank the following people for supporting me, inspiring me, picking up many dropped balls for me, and telling me I could do this.
• First, my husband Brandon, who did so much for our family during this time and I will forever be grateful. Thanks for reminding me everything always works out.

• Our kids, for putting up with Mommy’s school and being our whole world.

• The amazing faculty as the Hatfield School of Government. Dr. Nishishiba, I would not have made it through this capstone process without you! And the cultural competency class you co-taught with Dr. Ingle changed my life. You facilitated our cohort beautifully through a series of very courageous and eye-opening conversations on this topic, and because of your skill and grace we all learned so much.

• Dr. Morgan, I’ll never forget you telling me not to care about people’s motivations and to only care that the right thing gets done. Your legacy is the EMPA program and you’ve built something special. You do such a good job of pushing us to focus on our core responsibilities as the keepers of the public good.

• Dr. Ingle, you are full of woo! Thank you for all of your time and for being an unending source of inspiration. We’ve had lots of special moments, I’ll always treasure. The thing I admire most about you is that you seem to very intentionally walk your talk more than anyone I’ve ever met. You are an amazing teacher and I learned more about myself and how to capitalize on my own strengths from you than I can ever express.

• The City of Beaverton. Thank you to many people there who have assisted me with this project and who supported me through school both through the tuition reimbursement program and by allowing me to
conduct the interviews and survey work on staff time. I especially want to thank Angela Coffey, Nancy Bates, Jayne Scott, and Randy Ealy, for their personal support for this capstone. I also want to thank the stakeholder participants, and Vanessa MacLeod and Teri Cunningham who helped me with the survey. Thank you, staff, for an amazing 43% return rate.

- My friends. You know who you are. You let me rattle on when I didn’t think I would make it through. You encouraged me and held me together.

- Our cohort. What an amazing group of people. I love our cohort family. Thank you for teaching me how amazing peer learning can be. Thank you for teaching me that it is possible for people who think radically different to have respectful and productive dialogue. Thank you for showing me how many people out there are passionate about public service. Thank you for being an extended family.

- Erin Gordenier, the most amazing work partner ever and the person who has probably suffered the most because I’ve been in this program. Erin, thank you for all of your support and encouragement.

- Mayor Doyle and the Beaverton City Councilors, former and present. You have all personally supported and encouraged me so much over the years. I’ll never forget Cathy Stanton urging me to enter this program and telling me this was the time for my children to do it. Thank you for always asking me what’s next and seeing leadership potential in me.

- My family. Thanks to my dad especially for making me a government geek. Thanks to my Grandpa Yaffe for reminding me the importance of
an education and how as a veteran of World War II, he didn’t have the opportunities I had, so I better not squander them. Thanks to my Aunt Evie for giving me a book on the importance of cultural inclusion when I was seven years old – that I still draw inspiration from today and share with my children at storytime. And finally to my angel of a mother-in-law, who watched our kids many times to allow me to get some school work done.

- In conducting research for the literature review, I want to acknowledge and thank the staff at the Intercultural Communication Institute (ICI) located in Portland, Oregon. We are blessed to have this resource in the area. The ICI has the only research library in the United States dedicated to topic of intercultural communications. The staff was very welcoming and let me utilize materials at the library for research.

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# Appendix

## Appendix A – List of Stakeholder Interview Participants

<table>
<thead>
<tr>
<th>Groups / People to Interview</th>
<th>Purpose</th>
</tr>
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<tbody>
<tr>
<td><strong>Beaverton Elected Officials (5)</strong></td>
<td></td>
</tr>
<tr>
<td>Denny Doyle, Mayor</td>
<td>Leader of organization</td>
</tr>
<tr>
<td>Betty Bode, City Councilor</td>
<td></td>
</tr>
<tr>
<td>Mark Fagin, City Councilor</td>
<td>Council liaison to Mayor’s Diversity Task Force</td>
</tr>
<tr>
<td>Ian King, City Councilor</td>
<td></td>
</tr>
<tr>
<td>Marc San Soucie, City Councilor</td>
<td></td>
</tr>
<tr>
<td><strong>Department Heads (8)</strong></td>
<td></td>
</tr>
<tr>
<td>Peter Arellano, Public Works</td>
<td>Leaders of departments</td>
</tr>
<tr>
<td>Nancy Bates, Human Resources</td>
<td></td>
</tr>
<tr>
<td>Randy Ealy, Mayor’s Office</td>
<td></td>
</tr>
<tr>
<td>Ed House, Library</td>
<td></td>
</tr>
<tr>
<td>Bill Kirby, City Attorney’s Office</td>
<td></td>
</tr>
<tr>
<td>Don Mazziotti, Community &amp; Economic Development</td>
<td></td>
</tr>
<tr>
<td>Patrick O’Claire, Finance</td>
<td></td>
</tr>
<tr>
<td>Geoff Spalding, Police Department</td>
<td></td>
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<tr>
<td><strong>Community Advisory Leaders (3)</strong></td>
<td></td>
</tr>
<tr>
<td>David Harrison, Chair Beaverton Committee for Citizen Involvement</td>
<td>Insight on City’s cultural inclusion readiness as leader of our premier public involvement committee</td>
</tr>
<tr>
<td>Luis Nava, Mayor’s Diversity Task Force</td>
<td>Lead advisory group to city on cultural inclusion</td>
</tr>
<tr>
<td>Rob Soloman, Human Rights Advisory Committee</td>
<td>Important advisory group on culture and equity issues</td>
</tr>
<tr>
<td><strong>City Staff with Relevant Expertise (9)</strong></td>
<td></td>
</tr>
<tr>
<td>Angela Coffey, Human Resources Partner</td>
<td>City training coordinator</td>
</tr>
<tr>
<td>Tsipora Dimant, Program Coordinator</td>
<td>Mediation Program, facilitates cultural inclusion/ generational awareness trainings</td>
</tr>
<tr>
<td>Bill LaMarche, Public Information Manager</td>
<td>City Communications</td>
</tr>
<tr>
<td>Erin Moran, Program Coordinator</td>
<td>Topical expert, city events coordinator</td>
</tr>
<tr>
<td>Andrea Nelson, Economic Development Project Coordinator</td>
<td>CDBG expert, Social Service Funding, extensive community connections</td>
</tr>
<tr>
<td>Lani Parr, Program Manager</td>
<td>Public involvement expert</td>
</tr>
<tr>
<td>Jayne Scott, Senior Program Manager</td>
<td>Arts, Culture and Events Leader</td>
</tr>
<tr>
<td>Consuelo Star, Police Community Services Specialist</td>
<td>Community policing leader</td>
</tr>
<tr>
<td>Daniel Vasquez, Cultural Inclusion Coordinator</td>
<td>Ethnic minority outreach expertise</td>
</tr>
</tbody>
</table>
Appendix B – Stakeholder Interview Discussion Guide & Questions

Since I work in the organization I know everyone on the interview list and won’t need a formal introduction. But it is important that I frame the purpose of the interview. I plan on conveying the following points.

- Thank them for their time and promise to respect our scheduled time.
- Explain I am completing my graduate degree and chose to make my capstone project an assessment of Beaverton’s readiness to implement cultural inclusion initiatives.
- My hope is that this project will be insightful to both HR as it develops training for employees and to Daniel, our cultural inclusion liaison, as he develops his work plan and recommendations to the City.
- Explain I am conducting qualitative research by reaching out to City leadership, key staff, and community leaders, to identify their opinions about Beaverton’s readiness to implement cultural inclusion initiatives.
- While my research is being done with the intent of being of benefit to the City, it is still a school project, being overseen by my advisor Dr. Masami Nishishiba.
- This interview is considered qualitative research and is intended to build upon and compliment the work the City has undertaken related to cultural inclusion initiatives.
- I intend to produce a capstone project summarizing my findings from the qualitative research as well as a survey of all staff and a literature review.
I will not directly attribute comments to any one person in my reporting of findings – it will be generalized – so I will not share any one person’s views with others.

**Interview Questions**

1. What does the term cultural inclusion mean to you? How would you define it?
   - If the respondent defines it broadly move on
   - If the respondent defines it narrowly, record it as such but ask follow up questions.
     - You have defined cultural inclusion as primarily focused on X. Is this the sole purpose of Beaverton’s cultural inclusion efforts or do you think the intent is broader?
     - Would you make any recommendations for expanding the focus or is just right?

2. What do you see as some recent successes for cultural inclusion your department and/or the city has had?
   - What do you think was really important that contributed to that success?

3. What do you see as **your** (note: your for staff / the City’s for elected/community folks) key needs and/or challenges in relation to being ready for cultural inclusion initiatives?

4. Thinking in terms of the City as an organization, why do you think cultural inclusion is important to the City?

5. How would you assess the level of the City’s preparedness for cultural inclusion initiatives? What support do you need – if any – to succeed?
6. Much of Beaverton’s focus has been on external outreach, what do you think needs to be done internally to prepare the organization to be more culturally inclusive?

7. Training is often mentioned as a need in relation to cultural inclusion. Who do you think should be trained? And what type of training do you think is needed?

8. What advice or guidance do you have for the City in establishing cultural inclusion efforts?

9. How will we know if we have been successful at implementing cultural inclusion initiatives?

10. Anything else you would like to add?
Appendix C – Stakeholder Interview Summarized Responses

1. What does the term cultural inclusion mean to you? How would you define it?
   - If the respondent defines it broadly move on
   - If the respondent defines it narrowly, record it as such but ask follow up questions.
     - You have defined cultural inclusion as primarily focused on X. Is this the sole purpose of Beaverton’s cultural inclusion efforts or do you think the intent is broader?
     - Would you make any recommendations for expanding the focus or is just right?

Question One Summary of Responses

Cultural inclusion is welcoming diverse participation in city government
The majority of interviewees described cultural inclusion in terms of the city’s efforts to make city government more accessible to all residents. Examples of common responses include:
- “That all of the residents of an area are welcome to participate in government process;”
- “[o]ur city government is working for all citizens regardless of cultural affiliations;”
- “Cultural inclusion means that we’re trying to be more inclusive to all of our residents;”
- “From the standpoint of how city government achieves cultural inclusion, we would be successful when we conclude that where we are getting to cultural differences in communities and able to deliver quality services regardless of people’s background (socio economic, ethnic, race, gender, etc.) And staff that is sensitive to those differences;”
- “Cultural inclusion is an organization’s or entity’s practices as they relate to the inclusion of people and interests that are culturally diverse;”
- “[w]e are trying to say your culture/traditions are not a barrier in participating and we welcome your culture and participation in civic life.”

Stakeholders are divided in their understanding of what culture means
If it wasn’t clear from their answer, interviewees were asked to clarify how they defined “culture” in terms of cultural inclusion. Who / what groups were they referring to and did their perspective match who they thought the city as an organization was targeting.

Of the respondents, 58% defined culture broadly while 42% defined culture as more focused on ethnicity or nation of origin. Examples of common responses include:
• “I think cultural inclusion is broader. Ethnic backgrounds is one part of it. Youth, seniors, women, the list goes on;"
• “Personally, I’d like to see it not just be ethnic cultural diversity but age, gender, sexual orientation, disabled people, etc.”
• “Culture is all the attributes and trappings of a distinct group or individual members of such groups that follow or adhere to practices that are the result of living and breathing a different pattern/style/religious belief/language/ethnic group;"
• “Cultural inclusion is the on-going efforts to conduct outreach to all ethnic minorities;"
• “For me it is making sure all ethnic backgrounds and cultures are welcome and part of the community;"

There is a strong desire for the City to clarify what it means by cultural inclusion
• “Cultural inclusion is not defined as an organization.”
• “There is not a common definition.”
• “Not sure what the City’s parameters are.”
• “I haven’t heard a common definition of cultural inclusion.”
• “First we need to define what we need to do and think about defining it at a deep level.”
• “As a city we haven’t defined it really well. Not been in general agreement. One of those areas everyone has a different definition and understanding. From the top down there is not a clear definition.”

Several commented about the City leadership’s focus on ethnic minority outreach
• “City leadership is focused on countries and cultural backgrounds. City leadership is not talking about other things.”
• “The city wants to develop minority leaders in the community. The emphasis is an external focus. But internal is important too but less of the focus.”
• “Most often heard in terms of externally. Making sure was a city are reacting out to different cultures. I don’t often hear us talking about inside our walls. How best we serve on the inside?”
• “Is the focus right? It is a good focus but it is a tad bit limiting. But I understand it is a wise start for government and politics.”

A few participants expressed concerns about the depth of the City’s cultural inclusion efforts
• “Warm fuzzies. Very surface level and I worry about it. Diving in too soon and too shallow could blow up in our face.”
• “We need to move beyond food and celebrations.”
2. What do you see as some recent successes for cultural inclusion your department and/or the city has had?

Question Two - Summary of Responses

- 13 people mentioned hiring a cultural inclusion coordinator
- 6 people mentioned the Mayor’s Diversity Task Force
- 3 people the Police Department’s bi-lingual outreach staffer
- 3 people discussed City efforts to translate documents
- 3 people said they had seen very little progress
- 2 people credited the City visioning process
- 2 people mentioned the International Celebration
- 2 people mentioned various Arts and Events programming
- 2 people mentioned the Human Rights Advisory Committee’s cultural conversations
- 2 people mentioned the Center for Intercultural Organizing’s Community Leaders Boot Camp
- 2 people mentioned various aspects of the Library’s programming including: 32 volunteers from different countries, 17,000 non-English items in the collection, story time in different languages, and the very nature of the library itself being welcoming to diverse people
- Other items mentioned once include: HR sponsored trainings, the Sister Cities Program, this assessment project, community support for the cultural inclusion coordinator position, the hiring of a diverse workforce, facilitation of a recent bilingual meeting, increased networking and communication among staff, and general increased awareness of the topic.

Examples of important insights that were shared:

**The City needs a process for connecting the cultural inclusion coordinator’s work with the rest of City staff**
- “Hiring a cultural inclusion coordinator is a good step toward the city dipping its toe in. It is a very introductory first step. And that one staff person has not spilled over as much as I had hoped. All of his efforts, I don’t feel in the loop or a part of it. Not a personal criticism on him but we haven’t set up a system. He is making all of the relationships. Great for him but haven’t seen it spillover to the community. He isn’t working with other staff or departments. I’ve talked with him about it and management but it won’t matter much if it isn’t addressed – which it hasn’t been.”

**Staff believe the City lacks the resources to assist them with language barriers or cultural custom barriers**
- “We don’t have a diverse workforce because people are here for a long time and don’t leave their job and the state of the economy is contributing to that. We have been working hard to understand how to communicate with our customers and the city has very little to help us understand how to communicate with our customers….For example, we
have some people from other cultures trying to bribe officials – not understanding that isn’t the norm. They don’t know you can’t overcome issues by bribing.”

2a. What do you think was really important that contributed to that success?

<table>
<thead>
<tr>
<th>Question Two a - Summary of Responses</th>
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</thead>
<tbody>
<tr>
<td>• 13 people credited Mayor Doyle and his leadership</td>
</tr>
<tr>
<td>• 6 people credited Beaverton’s diverse community members, particularly for advocating and testifying to Council on behalf of the need for the cultural inclusion position</td>
</tr>
<tr>
<td>• 4 people credited Beaverton City staff</td>
</tr>
<tr>
<td>• 4 people credited the visioning process</td>
</tr>
<tr>
<td>• 3 people credited the Mayor’s Diversity Task Force</td>
</tr>
<tr>
<td>• 2 people credited the determination of key decision makers at the City of Beaverton with one person singling out the Police Chief</td>
</tr>
<tr>
<td>• Other items mentioned once were arts events, the diversity training coordinated by the Beaverton School District, and a staffer who touted themself as a reason for success</td>
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The following are examples of comments shared by interview participants.

- “Denny. He stated it was a priority. He had push back and still went forward. His relationships. His tenacity.”
- “Really saw a shift with the new mayor and the new chief.”
- “Staff is tenacious.”
- “The Mayor’s focus. We wouldn’t have the success without the Mayor’s focus.”

“Question Three - Summary of Responses

- Community support for the cultural inclusion coordinator position was critical.”
- “Denny made this a priority – it is important to him and that is a big factor.”

3. What do you see as your (note: your for staff / the City’s for elected/community folks) key needs and/or challenges in relation to being ready for cultural inclusion initiatives?

The responses to question three were very diverse. I coded 17 different needs or challenges expressed by stakeholders.

- 5 people commented on the lack of a consistent understanding of cultural inclusion and/or an unclear goal or vision for what the City was trying to achieve.
- 3 people mentioned a lack of buy-in among staff or others
- 3 people talked about overcoming staff or volunteer biases
• 2 people talked specifically about language barriers
• 2 people discussed the need for training at no cost to a department’s budget or not have the resources to pay for training
• 2 people suggested the City’s model of wanting to increase diverse participation on boards and commissions might not be a culturally appropriate fit for our ethnic minority groups
• 2 people mentioned the difficulty recruiting for diverse participation on boards and commissions
• Other issues mentioned once include: non-inclusive staff perfectly content with the current make-up of the City workforce, the challenge of internal collaboration, bureaucracy, educating the community at-large, the inherent nature of relationship building being accomplished in a one on one fashion, a lack of a diverse City workforce, helping diverse cultural groups acknowledge their own role in getting involved, a general lack of knowledge/skills/abilities among staff, covering the desk for front-line staff to attend training, and a lack of diversity among the City’s elected officials themselves.

The following are examples of comments shared by interview participants.

• “Ourselves. Staff. We get in our own way. Tripping over our own processes. Having to create policy/procedures/ instruments instead of just doing it.”
• “The largest barrier is an understanding of what cultural inclusion is throughout the organization that is consistent….We need to be clear what’s our role and what’s our goal.....What are we trying to accomplish? Need to frame what cultural inclusion is as a City.”
• “We need people working here that look like the community we serve.”
• “The challenge is getting buy-in.”
• “We have large sections of our community who are totally different from the power structure and they don’t have representation on it….I don’t know how you understand a problem without being part of the problem.”
• “This model of public participation may not work for everyone (the traditional route of serving on Boards and Commissions) may not work for all parties. And we need to be open to seeing other methods of inclusion that are a better fit for these groups.”

4. Thinking in terms of the City as an organization, why do you think cultural inclusion is important to the City?

**Question Four - Summary of Responses**

The responses to question four were relatively consistent. I coded five unique reasons stakeholders shared.
• 11 people commented it is because Beaverton is a very diverse city
• 6 people expressed various arguments that cultural inclusion improves the organization’s effectiveness either internally, externally, or both
• 4 people talked about inclusion as a naturally good and important thing for the organization
• 2 people shared that they felt it was important City Hall reflect the community it serves
• 1 person stated cultural inclusion could improve morale

The following are examples of comments shared by participants.

• “We have such a diverse population. One of the tenants of best practices government is we mirror the community we serve.”
• “Because we live in a community that serves one of the most culturally diverse communities.”
• “It is where we are headed as a citizenry. It is a game changer for us as far as what our city looks like and how prepared we are to meet that challenge.”
• “We are the most diverse city.”
• “We represent all of our citizens.”
• “…different perspectives allow for better resolutions.”
• “It will help us serve the public better.”
• “…studies show better resolution and interactions when the people working in the police department resemble the people in the community they serve. Something to be said for that – inferentially – when we resemble people we provide better service. Better interactions.”
• “…from a community development perspective, you see problems that are unique and identified and understood in a heterogeneous setting.”

5. **How would you assess the level of the City’s preparedness for cultural inclusion initiatives? What support do you need – if any – to succeed?**

**Question Five - Summary of Responses**

The majority of stakeholders described the City as not very prepared for implementing cultural inclusion initiatives but were quick to point out that there was a strong coalescence of willingness to do something. Many respondents described the City as being in a better position than in the past to address the topic. Again, participants called for a clarification of what the City was trying to achieve – specific goals and a plan for reaching those goals. Some of the specific ideas that were offered in terms of support include staff training, assistance with language barriers, adding cultural inclusion as a measurement for performance appraisals of senior managers, adding a diversity management person to HR, creating a 5-year diversity plan, and creating creative incentives for staff to improve their cultural inclusion skills.

• 65% described or rated the City as not very ready or prepared to implement cultural inclusion initiatives.
• 22% chose not to rate the City. They either explicitly said they didn’t know or didn’t offer an opinion.
• 13% rated the City as very or well-prepared to move forward.
The following are examples of comments shared by participants.

- “Staff is willing.”
- “What is the definition of what we are trying to accomplish? It isn’t clear.”
- “I don’t think we have enough tools in our toolbox. We have great desire…..To date we’ve focused on awareness and importance…..It is a language thing, a culture thing? What is the problem we are facing?”
- “Philosophically as an organization we are ready. No, I don’t experientially think we are ready.”
- “We are 75% prepared.”
- “We are not very ready.”
- “Leaders are more likely to listen to other leaders versus line-staff. I need to have a director level position to tell people what to do.”
- “We are still at the vocabulary stage….Until you define it – how do you identify the problem you are trying to solve?”
- “I think we are trying very hard. Probably doing a good job reaching the people who have some level of interest in city government…..We serve the ones who show up and speak up.”
- “Leadership thinks we are further along than we are.”
- “I would say we are 25% prepared. It is not ingrained within our operations.”
- “Is anyone beyond the Mayor/Council/ and Cultural Inclusion Coordinator looking at this?”
- “Between 1 and 2 on a 10-point scale. We are not even close. Interest is very high but we don’t know how to do it. The issue is not on citizen’s radar at all. We have a long way to go.”

6. **Much of Beaverton’s focus has been on external outreach, what do you think needs to be done internally to prepare the organization to be more culturally inclusive?**

**Question Six - Summary of Responses**

There were many different suggestions for what the City could to internally to prepare the organization for cultural inclusion. Many of the suggestions were similar with ideas shared on previous questions.

- 5 people mentioned training for staff
- 4 people discussed the need for clear expectations for employees with associated support for growing their skills and abilities
- 4 people discussed the need for diverse hiring
- 2 people stressed the importance of HR being on-board and supportive
- 2 people suggested emphasizing a constant message of cultural inclusion from the top of the organization
- Other items mentioned once include: HR’s role in hiring practices, a needs analysis for front-line employees, one person suggested that individuals had responsibility to educate themselves – not the organization, the need for an internal focus within the organization, an
assessment of employee perceptions, a new position focused on internal components of cultural competency, the need for a community needs assessment before moving forward, the need for a clear definition of cultural inclusion, this assessment, resources and time, more community events, and a suggestion to examine the City’s purchasing and contracting practices/policies.

The following are examples of comments shared by participants.

- "Internal training. Doesn’t have to be just training. Case studies/examples. Best practices research."
- "Hiring people from different walks of life. We don’t match demographically the make-up but not for lack of trying. We need to hire qualified diverse individuals."
- "We need to communicate more of what we are doing and celebrate those successes and cheerlead those efforts."
- "Have an internally very public emphasis for reaching out for hiring. So departments know HR is trying. Because I know what to expect I am more likely to be less resistant to it."
- "Why is the court line where I see diversity but when I look at community forums etc. I don’t see it?"
- "Have to have a cultural inclusion coordinator who understands half of the work is outside the organization and half of the work is inside. Need to have someone that can relate to staff.....The community will move more quickly than employees and we need a person who can help employees."
- "Settle on definition of what cultural inclusiveness is.....What does it look like?"
- "HR has a big role in this. People tend to hire people that look like them and that is a tough nut to crack."

7. **Training is often mentioned as a need in relation to cultural inclusion. Who do you think should be trained? And what type of training do you think is needed?**

**Question Seven - Summary of Responses**

There was a wide variety of opinion and no consensus on who should be trained. Most participants answered the first part of the question on who should be trained but didn’t offer suggestions on any specific types of trainings. Several participants also spontaneously mentioned in their response that the City should use external trainers versus internal trainers.

- 8 people suggested front-line staff with heavy interactions with the public should be trained.
- 7 people suggested all employees should be trained.
- 4 people suggested starting specifically with department heads.
- 3 people suggested managers should be trained.
- 2 people suggested new-hires should be trained in conjunction with an orientation process.
2 people suggested a combination of training. Some base level for all employees and additional training for those in positions who need further assistance.

Other suggestions mentioned once were: train City Councilors, train volunteers, and training nobody. That participant suggested people should educate themselves and formal training was unnecessary.

One respondent had no ideas for the question.

Examples of specific trainings suggested are listed below.

- Tools for Tolerance
- Diversity and Inclusion in the Workplace
- Cultural Competency
- Initiatives in the Workplace
- Inter-Cultural Communication
- General awareness training on culture – things to say/not say that could be offensive.
- How to interpret different communication styles.

8. What advice or guidance do you have for the City in establishing cultural inclusion efforts?

**Question Eight - Summary of Responses**

Most responses were thematically consistent with prior answers. There were some specific suggestions shared for better connecting the City’s cultural inclusion coordinator with City staff overall.

- 6 stakeholders mentioned continuing the City's outreach with its diverse population to understand community needs.
- 5 people reiterated the importance of clear goals from City leadership as well as a well-understood purpose for what was trying to be achieved. Some mentioned the importance of measurable goals and benchmarks.
- 3 people expressed the importance of better sharing in terms of what the cultural inclusion coordinator is learning from the community. There needs to be a process by which this knowledge is transferred to the staff at-large.
- 3 people talked about the importance of on-going internal promotion of the efforts.
- 2 people mentioned the importance of diverse participation in the City’s Boards and Commissions.
- 2 people talked about the importance of HR sponsored trainings. They were looking to HR to take on more of a leadership role in terms of training.
- 2 people recommended the City be open to change and not afraid to fail.
- 1 person felt strongly the City needed to de-politicize the whole approach/topic.
The following are examples of comments shared by participants.

- “We have to reach out into the corners of the community wherever they are.”
- “It would be nice to know from the community perspective, when community members contact us, what are we doing that is good to be more inclusive and where can we improve?”
- “Keep trying to drill down clarity of purpose.”
- “Need real benchmarks.”
- “Be open to the fact we need to do things differently.”
- “Need non-white folk here.”
- “The cultural inclusion position needs to be better connected with staff and help us. And his purpose for being here should be clearer.”
- “But are we receiving formal reports on what he has learned.”
- “Don’t be afraid we’re going to make mistakes.”

9. **How will we know if we have been successful at implementing cultural inclusion initiatives?**

**Question Nine - Summary of Responses**

Most participants struggled with this question. It was hard for people to think of clear metrics or measures of success.

- 7 people talked about seeing greater participation on Boards and Commissions, NACs, the City Council. Although one participant described this as their “white perspective” and thought this might not be a good measure.
- 5 people described success as being when the efforts weren’t needed anymore or the issue wasn’t discussed. The problems were solved.
- 4 people talked about quality of life factors. Citizens were happier. People felt more connected and engaged in the community.
- 4 people were unsure about naming a metric at all.
- 3 people said when the workforce looked different from diverse hiring.

The following are examples of comments shared by participants.

- “When we have a young Muslim woman elected Mayor of Beaverton! The joint has changed!”
- “The only place they want to live is here because the community embraces them. People feel welcome and included in Beaverton.”
- “We will have successful implementation when we stop asking if we’ve achieved it.”
10. **Anything else you would like to add?**

**Question Ten - Summary of Responses**

A few participants offered closing thoughts for the assessment. Many people shared they felt this assessment was a good thing. Examples of comments shared are below.

- “Glad to see we are doing this assessment.”
- “Glad we are doing this.”
- “Wonderful situation to be in trying to figure out how to include more people in civic life. We are a laboratory for how to do it better because we are such a diverse community.”
- “If the City wants this to be a huge priority there needs to be an extensive assessment of where we are at. And specific goals of what we need to do and clearly define.”
- “I would like to see the Council take more of a leadership role with the Mayor. The Mayor has been very cool on this subject but I want more out of the Council. As I watched and listened to the one and half year struggle with getting Daniel’s position in the budget – I don’t think Council realized that the Mayor looked supportive and the Council looked like they were not supportive. I don’t think that’s the problem. I don’t think the Council is against inclusion – but I’m not sure they don’t look like they are. It is good the City got the cultural inclusion position but the struggle to get it was not good.”
- “I think the City is spending a fair amount of time looking outward and not a fair amount of time inward. No women, besides Nancy, is in senior leadership. All executive assistants are women. That is a very striking visual.”
- “It is a great opportunity to show leadership and success.”
Appendix D – Employee Survey

Cultural Inclusion - Employee Survey

The purpose of this survey is to help understand how employees feel about the City of Beaverton’s efforts related to cultural inclusion. The questionnaire will be used as research for a project I am working on to complete my graduate degree in public administration at Portland State University. This information will help inform an assessment of the city of Beaverton’s readiness to implement cultural inclusion initiatives. I will share the overall results of the survey with the organization but will not track any individual responses.

Thank you for your consideration and time completing this survey.

1. Are you:
   - Female
   - Male
   - Decline to answer

2. What is your race? Please check all that apply.
   - African American/Black
   - Asian
   - Native American/Native Alaskan
   - Pacific Islander/Native Hawaiian
   - White
   - Decline to Answer
   - Other (please specify)

3. Are you Hispanic or Latino?
   - Yes
   - No

4. When were you born?
   - After 1981
   - Between 1965 and 1981
   - Between 1946 and 1964
5. Is your position:
   - Supervisory
   - Non-supervisory

6. During the last three years have you participated in diversity or cultural competency related trainings?
   - Yes
   - No
   - Unsure
   Please explain:
   
7. For those of you who participated in the diversity or cultural competency related training, were they provided by the City of Beaverton?
   - Yes
   - No
   - Unsure

8. How would you rate the importance of cultural competency as a valued skill-set at the City of Beaverton, with 1 being not very important and 5 being extremely important?
   
9. What do you think contributes to a person’s culture? Check all that you think apply.
   - Age
   - Ethnicity
   - Family influence
   - Gender
   - Life experience
   - Race
   - Religion
10. Does your department talk about cultural inclusion?
   - Yes
   - No
   - Unsure
   If so, please explain:

11. Please rate if you feel like your department is prepared to support cultural inclusion on a scale of 1 to 5, with 1 being not very prepared and 5 being very prepared.
   
   1  2  3  4  5
   

12. Please rate if you personally feel prepared to work with Beaverton’s diverse community on scale of 1 to 5, with 1 being not very prepared and 5 being very prepared.

   1  2  3  4  5

13. On a scale of 1 to 5, do you feel the City of Beaverton does a good job creating a culturally inclusive work environment for employees, with 1 representing not a very good job and 5 representing a very good job?

   1  2  3  4  5

14. On a scale of 1 to 5, do you feel the City of Beaverton does a good job providing culturally appropriate customer service to citizens, with 1 representing not a very good job and 5 representing a very good job?

   1  2  3  4  5
15. Do you have any recommendations for what the City could do to support cultural inclusion in the workplace and among employees?
# Appendix E – Employee Survey – Tabulated Responses

1. **Are You:**

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>102</td>
<td>46.2%</td>
</tr>
<tr>
<td><strong>Male</strong></td>
<td>114</td>
<td>51.6%</td>
</tr>
<tr>
<td>Decline to Answer</td>
<td>5</td>
<td>2.3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>221</td>
<td></td>
</tr>
</tbody>
</table>

2. **What is your race? Please check all that apply.**

<table>
<thead>
<tr>
<th>Race</th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Native Amerian/ Native Alaskan</td>
<td>5</td>
<td>2.4%</td>
</tr>
<tr>
<td>Pacific Islander/Native Hawaiian</td>
<td>3</td>
<td>1.5%</td>
</tr>
<tr>
<td><strong>White</strong></td>
<td>185</td>
<td>90.2%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>205</td>
<td></td>
</tr>
<tr>
<td>* Declined to Answer</td>
<td>5</td>
<td>2.3%</td>
</tr>
<tr>
<td><strong>Selected Other (all listed themselves as Hispanic or Latino)</strong></td>
<td>6</td>
<td>2.8%</td>
</tr>
<tr>
<td>**Adjusted TOTAL with * and ****</td>
<td>216</td>
<td></td>
</tr>
</tbody>
</table>

**Other (please specify):**

1. White/Hispanic
2. ? Just a thought. Why did you separate "Hispanic or Latino" with a separate question? Now they don't have the choice to decline to answer.
3. Mexican
4. Hispanic
5. Hispanic
6. Latina

3. **Are you Hispanic or Latino?**

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>11</td>
<td>5.2%</td>
</tr>
<tr>
<td>No</td>
<td>202</td>
<td>94.8%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>213</td>
<td></td>
</tr>
</tbody>
</table>
4. When were you born?

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>After 1981</td>
<td>30</td>
<td>13.6%</td>
</tr>
<tr>
<td>Between 1965 and 1981</td>
<td>96</td>
<td>43.4%</td>
</tr>
<tr>
<td>Between 1946 and 1964</td>
<td>94</td>
<td>42.5%</td>
</tr>
<tr>
<td>1945 or earlier</td>
<td>1</td>
<td>0.5%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>221</td>
<td></td>
</tr>
</tbody>
</table>

5. Is your position:

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisory</td>
<td>70</td>
<td>32.0%</td>
</tr>
<tr>
<td>Non-Supervisory</td>
<td>149</td>
<td>68.0%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>219</td>
<td></td>
</tr>
</tbody>
</table>

6. During the last three years have you participated in diversity or cultural competency related trainings?

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>88</td>
<td>40.4%</td>
</tr>
<tr>
<td>No</td>
<td>112</td>
<td>51.4%</td>
</tr>
<tr>
<td>Unsure</td>
<td>18</td>
<td>8.3%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>218</td>
<td></td>
</tr>
</tbody>
</table>

Please explain:

1. don't remember any, but I might be mistaken
2. Various City sponsored trainings
3. Yes, but may be more then 3 years. Required training.
4. 3-4 years ago
5. previous job training.
6. Trial diversity training at City Hall
7. city provided
8. We did trainings on a variety of diverse groups, including Somalis, Latinos, LGBTQ and immigrant populations.
9. in service stuff
10. Attended the Diversity Summit together with Beaverton School District and THPR. Not sure if that would be called a training.
11. Mandatory Training
12. Many
13. Two BSD diversity days, one other offsite training
14. Diversity Summits - 1 City sponsored and 1 PGE sponsored
15. Lewis Clark College Muslim Cultural Awareness Symposium
16. Diversity Summit
17. Beaverton School District program
18. Diversity Summits
19. I attended a Diversity Summit by the Beaverton School District
20. Have been with city less than 1 year
21. We teach Intercultural Conflict Resolution as part of our training
22. Mainly through my mission work at church, and one or two City related.

7. For those of you who participated in the diversity or cultural competency related training, were they provided by the City of Beaverton?

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>60</td>
<td>46.5%</td>
</tr>
<tr>
<td>No</td>
<td>44</td>
<td>34.1%</td>
</tr>
<tr>
<td>Unsure</td>
<td>25</td>
<td>19.4%</td>
</tr>
<tr>
<td></td>
<td>129</td>
<td></td>
</tr>
</tbody>
</table>

8. How would you rate the importance of cultural competency as a valued skill-set at the City of Beaverton, with 1 being not very important and 5 being extremely important?

<table>
<thead>
<tr>
<th>Not Very Important</th>
<th>Extremely Important</th>
<th>TOTAL</th>
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<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Count</td>
<td>22</td>
<td>24</td>
</tr>
<tr>
<td>Percent</td>
<td>10.2%</td>
<td>11.2%</td>
</tr>
</tbody>
</table>

Average Rating: 3.48
Average Rating Score (3.48/5): 70%
9. What do you think contributes to a person's culture? Check all that you think apply.

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>66</td>
<td>30.0%</td>
</tr>
<tr>
<td>Ethnicity</td>
<td>103</td>
<td>46.8%</td>
</tr>
<tr>
<td>Family Influence</td>
<td>84</td>
<td>38.2%</td>
</tr>
<tr>
<td>Gender</td>
<td>51</td>
<td>23.2%</td>
</tr>
<tr>
<td>Life Experience</td>
<td>72</td>
<td>32.7%</td>
</tr>
<tr>
<td>Race</td>
<td>94</td>
<td>42.7%</td>
</tr>
<tr>
<td>Religion</td>
<td>94</td>
<td>42.7%</td>
</tr>
<tr>
<td>Sexual Orientation</td>
<td>47</td>
<td>21.4%</td>
</tr>
<tr>
<td>Traditions</td>
<td>94</td>
<td>42.7%</td>
</tr>
<tr>
<td>Values</td>
<td>87</td>
<td>39.5%</td>
</tr>
<tr>
<td>Where you were born</td>
<td>77</td>
<td>35.0%</td>
</tr>
<tr>
<td>All of the Above</td>
<td>143</td>
<td>65.0%</td>
</tr>
<tr>
<td>Answered Question</td>
<td>220</td>
<td></td>
</tr>
</tbody>
</table>

10. Does your department talk about cultural inclusion?

<table>
<thead>
<tr>
<th></th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>91</td>
<td>42.1%</td>
</tr>
<tr>
<td>No</td>
<td>102</td>
<td>47.2%</td>
</tr>
<tr>
<td>Unsure</td>
<td>23</td>
<td>10.6%</td>
</tr>
<tr>
<td></td>
<td>216</td>
<td></td>
</tr>
</tbody>
</table>

If so, please explain:

1. A little bit. We're encouraged to attend Diversity Workshops. We talk about being (and do our best to be) welcoming to a diverse population and we strive to have materials for a wide cultural audience (I work in the library).)
2. We talk about radical muslims, but do not want to include them.
3. During Roll Calls/Staff Meetings
4. but awkwardly
5. very minimal
6. We discuss cultural inclusion in meetings.
7. They all look alike, no one looks like me.
8. We talk about reaching out to new groups that we generally do not get to come to our events/get our outreach materials.
9. Our department has a cultural inclusion coordinator, and public involvement is integral to the goals of many programs in the Mayor's Office.
10. Informally
11. I'm pretty new here
12. We do many public outreach activities and discuss ways to include a diversity of residents in the
messaging and event.

13. Yes - we are encouraged to go to trainings.
15. not in recent years
16. Use certain language about the CIP to include in communications materials
17. In relation to recruiting and hiring.
18. We have outreach programs
19. In hiring and other discussions.
20. A little bit.

21. Cultural inclusion and cultural competency have always been an important emphasis for our work in dispute resolution. part of our basic training is full day of intercultural communication training for our volunteer mediators. It is extremely important that our mediators be present for each individual and we treat each case as an intercultural communication between parties. We have always budgeted for translation and interpretive services for our program and routinely use interpreters in our mediations and case management phone calls. We also recruit bilingual, bicultural volunteers for our program and invite leaders from minority communities in our service area to attend our workshops and basic mediation training.

22. Importance of diversifying boards, commissions, nacs...
23. We work with lots and lots of non-white, non u.s. citizens so we must talk about it constantly
24. We talk about how to work with patrons of different cultures throughout our work at the library.
25. I am part of the ACE team so it is very ingrained in our jobs
26. Occasionally info is recounted from management.
27. Managers have discussed objectives and needs, attended training and promote with staff.
28. Cultural inclusion is a fundamental part of providing effective conflict resolution
29. We include it in our planning efforts and some of our meetings
30. A while ago we talked informally about how awkward it would be to have a Muslim hired to work in our group. This was after the City of Portland had a Muslim employee arrested for online terrorist activities. We agreed we'd have to be really careful to never offend the person and they could get away with about any behavior at work that they wanted to.
31. During staff meetings
32. Implementing aspects of diversity into our work plans such as outreach efforts
33. Somewhat
34. Does come up pretty frequently in program and department meetings
35. extremely rarely almost when forced
36. We try to include CD in our outreach, but we have not been given tools/training or direction.
37. Haven't been advised of any sort of cultural inclusion within the department
11. Please rate if you feel like your department is prepared to support cultural inclusion on a scale of 1 to 5, with 1 being not very prepared and 5 being very prepared.

<table>
<thead>
<tr>
<th>Not Very Prepared</th>
<th>Very Prepared</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Count</td>
<td>19</td>
</tr>
<tr>
<td>Percent</td>
<td>8.7%</td>
</tr>
</tbody>
</table>

**Average Rating: 3.27**

**Average Rating Score: (3.27/5) 65%**

12. Please rate if you personally feel prepared to work with Beaverton’s diverse community on a scale of 1 to 5, with 1 being not very prepared and 5 being very prepared.

<table>
<thead>
<tr>
<th>Not Very Prepared</th>
<th>Very Prepared</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Count</td>
<td>11</td>
</tr>
<tr>
<td>Percent</td>
<td>5.0%</td>
</tr>
</tbody>
</table>

**Average Rating: 3.69**

**Average Rating Score: (3.69/5) 74%**

13. On a scale of 1 to 5, do you feel the City of Beaverton does a good job creating a culturally inclusive work environment for employees, with 1 representing not a very good job and 5 representing a very good job?

<table>
<thead>
<tr>
<th>Not a Very Good Job</th>
<th>Very Good Job</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Count</td>
<td>15</td>
</tr>
<tr>
<td>Percent</td>
<td>6.8%</td>
</tr>
</tbody>
</table>

**Average Rating: 3.29**

**Average Rating Score: (3.29/5) 66%**
14. On a scale of 1 to 5, do you feel the City of Beaverton does a good job providing culturally appropriate customer service to citizens, with 1 representing not a very good job and 5 representing a very good job?

<table>
<thead>
<tr>
<th>Not a Very Good Job</th>
<th>Very Good Job</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Count</td>
<td>13</td>
<td>23</td>
</tr>
<tr>
<td>Percent</td>
<td>6.0%</td>
<td>10.6%</td>
</tr>
</tbody>
</table>

Average Rating: 3.40
Average Rating Score: (3.40/5) 68%

15. Do you have any recommendations for what the City could do to support cultural inclusion in the workplace and among employees?

1. No. Doing a fine job.
2. WORK ON THE POLICE SIDE OF CULTURAL INCLUSION
3. The new cultural inclusion hire should be more involved with staff. There is a huge disconnect there. In addition we should have annual trainings.
5. Younger employees ignore the older more experienced employees. Not a good place to work if you have gray hair and are a woman. Also, HR discriminates against overweight people. Our HR dept sets a horrible example for the community by discriminating against older workers and older applicants.
6. The City of Beaverton employs MANY people whose birth place is NOT the United States. I see cultural diversity on the various Boards and Commissions. Cultural inclusion must NOT be only about reaching out; there must also be a willingness to want to be involved.
7. No
8. Hire people based on work experiences and qualifications.
9. clarify when we should extend an advantage to someone who appears to be from a non-mainstream population. Maintain efforts for the recruitment of minorities. Recognize that at least one of our personnel decisions appears to have an impression of lacking cultural sensitivity (name omitted) and now we have a police officer who is black on leave for criminal allegations. How can we do a better job of explaining why these decisions don't have racial overtones, especially when our ethnic diversity is lacking.
10. If Directors worked top-down to support cultural inclusion it would benefit/improve our work environment. More specifically working together as a team with our cultural differences.
11. Fire (name omitted) and hire someone who knows what they're doing.
12. Hire more diverse staff that are multi-lingual, in order to better serve our community. Keep the Cultural Inclusion Coordinator position as it is a huge asset to the City and provides great relationships for staff.
13. Quit emphasizing difference, and emphasize unity. Citizens of Beaverton, acting as one, otherwise you are trying to get too many things going to make too many people happy. The others then feel left out. Unity not diversity.
14. "Cultural inclusion" is a behavior. In my opinion, the City needs to be focusing on making changes to our attitude towards perceived minorities. As long as management continues to be mostly
comprised of people with little grasp of cultural inclusion, the City's environment will not improve.

16. Cultural events
17. Open your heart

I don't think the city had clearly defined what 'cultural' means in the context of the questions above. I think most people think about ethnic differences, but diversity and cultural inclusion could mean cowboy culture, urban culture, skater culture, gay, straight culture, etc... If the city means 'ethnic' cultural inclustion then they need to clearly say that, and define that.

18. I also think we talk too much about our differences and not enough about our similarities as human beings. I do think the city is trying to do a better job of providing information and services to include the diverse 'ethnic' groups in our community, but we all need to be better educated on the subject, whether we're talking about ethnic differences, life style differences, world view differences, etc...

19. The city cannot have one RACE representing the whole cultural, it needs to be diverse.
20. Continue to place emphasis on CI, through resource allocation, for training.

Offer classes to all groups on how to use and follow the system that is already in place. At the classes, have a focus on a few ethnicities each quarter by having interpreters to facilitate. Other than that, it is not the responsibility of government to do more for one group over another. English should be the main language used; just offer help in voicing questions.

21. More resources in spanish!!! and other languages as needed! More staff who speak spanish.
22. I don't have much knowledge of the extent of the City's service as a whole.
23. We do enough already
24. recruit people of color for supervisory positions

26. Offer classes in language and cultural differences.
27. Not at the moment.
28. With the possible exception of spanish speaking people we don't work very hard to include, understand or welcome other cultures from a services standpoint.

29. provide frequent cultural and diversity training with a focus on the City of Beaverton ever changing/expanding racial and cultural diversity. Include presentation on the history of people of color in Oregon and discuss gentrification challenges.

30. This is too much a PC (politically correct) issue as is society in America now days. PC is killing the country as it's okay for some races and religions to bluntly state their opinions but when other races & religions state their they are called bigoted. It's gotten to where right is wrong and wrong is right...and the City doesn't need to anything as too much attention is being paid to this issue as it is. Are there not more important things we need to focus on in the City than this kind of stuff?!

31. Interesting choice on the (title omitted) coordinator. Seems to be very interested in sounding important. Not sure what he does or what he will bring to the city.
32. Basic Spanish classes. Trainings on good customer service to other cultures.
33. Continued training.

34. celebrate/recognize significant cultural holidays - an email or poster or pot luck :)

We need to meet these communities where they are and do a better job of finding out what they need to thrive in our community. We spend too much time at the surface with large scale events that really don't get to the heart of the needs of the minority community in our City. We also need to hire a (title omitted) coordinator who has a higher level of emotional intelligence and much stronger communication skills.

35. Being a minority here at the department it's is clear that this city and department are not ready to be culturally inclusive of its employees heritage. I have a tattoo that is cultural in nature that celebrates my ethnicity and I am told I have to cover it from the public. Although I feel very strongly about this and I know that it is wrong I have not said anything because I am not trying to be on the "radar" with my administration. I am actually very embarrassed that my department and the city tries to claim cultural awareness and diversity yet when I attempt to celebrate said appreciation for my heritage I am told it is offensive and made to hide who I am and where I come from.
38. Handout in multiple languages. Work towards a more diverse staff.

39. Internal cultural inclusion committee with representatives from each department.

40. More trainings on diversity within our organization. The Diversity Summit was very valuable and I believe it's very important for ALL city-staff to be culturally aware and educated. We are a very diverse community and we should provide staff training on how to work with a diverse population. Strengthen our "Cultural Inclusion" program. Grow that program, it is an important resource for the public to feel educated, informed and involved with the city and it's resources. the program has a lot of potential.

41. Not really sure. Need to do more than lip service if this is perceived as a problem.

42. As a city, we need to stop thinking about cultural inclusion as being exclusively about ethnicity or race. An individual person's culture is about much more than what they look like, and everyone is different. It's much too simplistic--and honestly, pretty offensive--to target our outreach as a city to specific categories of ethnicities (see [title omitted] recent presentation to City Council, with outreach broken down by percentages of what race people are). Some "white" people may really care about cultural inclusion, but because they're part of the majority race, they are dismissed as unimportant when you focus only on what race people are, instead of their individual attitudes and capacities.

43. We make things too easy for all these "cultures" Back when immigrants came from Europe, they changed their names, learned the language, and tried to fit in amongst us. Now, it seems we are being forced to change our ways to fit in with them (learn their language, provide materials in their language, become "sensitive " to them) That's wrong. If they want to be in this country then they must speak the language, get a name that I can say, wear western cloths, eat American food, etc. The City should take the lead in helping these people become American and help them learn to leave the "old country" behind.

- encourage a respectful and tolerant workplace
- when disrespectful behavior is observed, try gentle education (not punishment) of the person whose behavior is disrespectful
- there are so many ways to unknowingly offend someone. Education is helpful, but you don't want everyone paranoid, either.

44. Have a policy for translating program materials into the top languages spoken in Beaverton.

45. Hire more people from the different cultural groups represented in the City other than seasonal OPS workers. I personally don't feel prepared because I don't have a second language and no experience working with someone who doesn't speak English. I'm out of my comfort zone. I feel the City is heading in the right direction but has a ways to go.

46. HIRE FOR COMPETENCY FIRST, THEN SEEK REPRESENTATION IN POPULATION WHICH REFLECTS PROPORTIONS IN GENERAL POPULATION; HAVE A READY CULTURAL INCLUSION PROGRAM, INCLUDING LANGUAGE AND CULTURAL RESOURCES AVAILABLE.

47. We need to do more train and start hiring a much more diverse workforce.

48. No suggestions for what the City can do, but in regards to #14, I don't think the responsibility should rest solely on the City of Beaverton. I think the customer is also responsible. If they are going to live here, they need to learn the basics of how to communicate their needs.

49. In the last 10 years the proportion of employees with dark skin who have been fire/terminated or disciplined is out of proportion to their numbers in the general staff population. At the same time, it appears that more employees with darker skin are being promoted over white employees with the same qualifications. I would like to see HR treat people as people, and not just skin colors.

50. Extended training- a lot of people feel it is only race or color of skin but includes so much more.

51. Replace (name omitted) he brings a stuck up feel to the program and he is rather abrasive.

52. Stop cultural inclusion it breeds exclusion. Treat everyone with respect, dignity and with an understanding that people may not see things the same way you do. Having a listening ear that leads to understanding can go much further than the so-called cultural inclusion. It is impossible to have, anyway. Really!

53. More forms and applications in spanish (possibly other languages)
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<tr>
<td>55.</td>
<td>Make it a priority to have cultural inclusion in the work plan of projects and programs.</td>
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<tr>
<td>56.</td>
<td>Strive to have a workforce and a body of volunteers and elected officials that is more diverse and multi-lingual</td>
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<tr>
<td>57.</td>
<td>Hard to answer because I am not sure what you mean by &quot;support&quot;.</td>
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<tr>
<td>58.</td>
<td>Provide an appropriate level of resources needed to actually make an impact.</td>
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<td>59.</td>
<td>We are talking about the issues which is a good start. I applaud the Mayor on this issue. But we need to define what we mean by cultural inclusion. Who are we trying to reach. We also need to train ALL employees. This is issue is not just about external customer service. Internal organizational culture is important too.</td>
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<tr>
<td>60.</td>
<td>The city should continue to support different cultures. Do not make a big deal out of the support. Everyone here works for the same goals and we should all be treated in the same manner. It all about respecting one another. Respect is earned as well as given.</td>
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<tr>
<td>61.</td>
<td>more discussion, more training, more diverse workforce, more understanding of the community we serve, more diverse management</td>
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<tr>
<td>62.</td>
<td>remove legal and financial barriers to translating city documents to provide information in a variety of languages. Also, evaluate the people of leadership positions (and City Council, Boards and Commissions) to determine if we are culturally diverse in our leadership and if not, make measurable change to advance in that area.</td>
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<tr>
<td>63.</td>
<td>The City desparetly needs a (title omitted) Coordinator. The person in this position right now doesn't seem to have the understanding or the capabilities to perform their job. This person does not work well with employees, does not facilitate discussions or dialogue, and, most of the time, seems completely clueless on how to effectively do their job. Not to mention, I hear complaints about the (title omitted) Coordinator from inside and outside of City Hall on a weekly and sometimes daily basis. If the City of Beaverton had a competent (title omitted) that worked well others, I believe the we could do a lot better.</td>
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<tr>
<td>64.</td>
<td>Offer training. Offer tools. Create a plan to incorporate CD into our outreach / customer service. Explain the how of Cultural Inclusion. It seems the current (title omitted) works in a silo. I'm not sure how to tap into his expertise, or what he is working on. How can we use him as a resource for our work?</td>
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<tr>
<td>65.</td>
<td>Start with the Department Heads and work down through the ranks. They tend to be all show and no go.</td>
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Appendix F – Cultural Inclusion Coordinator Work Plan

1. Conducting Public Outreach
   a. Meeting regularly with ethnic minority community members and leaders to obtain insight and feedback on how to better work with the community and building relationships
   b. Meeting regularly with Community Based Organizations and Mutual Assistance Associations that work with ethnic minority communities and building and maintaining working relationships
   c. Meeting regularly with my counterparts and subject matter expert leaders from the Governor’s Office, Washington County, Multnomah County, Clackamas County, Clark County, Metro Government, and City of Portland to exchange ideas and practices as well as to collaborate on projects

2. Establish Diversity Policy for the City of Beaverton
   a. A general policy that will serve as guidance to all the work we do regarding diversity and inclusion efforts in the City of Beaverton

3. Establishing an internal Diversity Advisory Committee (DAC)
   a. An internal group of staff from all city department representation
   b. To serve as body of staff advising the administration on matters of diversity and inclusion

4. Composition of a Diversity & Equity Inclusion Action Plan for the City of Beaverton
   a. Collaborate with city employees and residents of Beaverton to compose a comprehensive action plan that will serve as an official policy and framework for the City of Beaverton governance and that will be adopted by City Council.

5. Portland State University – Center for Public Service (PSU-CPS)
   a. Co-producing an innovation lab framework on how to effectively do outreach to ethnic minority communities
   b. Facilitate between community – city departments – PSU-CPS – Working with DTF, PSU,CEDD, HR, and BPD

6. Diversity Task Force (DTF)
   a. Serving as Staff Liaison to DTF
   b. Working with DTF to determine work plan - defining official Vision and Mission Statements and Goals
c. Recruiting new active community members from ethnic minority communities that are not already represented

d. Establishing directive and path to official-ness of the DTF as a Board or Commission.

7. Human Resources Department (HRD)
   a. Collaborating with HR to plan and organize Diversity and Inclusion Training Component – working with Nancy Bates
   b. Possible reoccurring Diversity & Equity Inclusion Luncheon Panels – Working with Nancy Bates

8. Community & Economic Development Department (CEDD)
   a. Neighborhood Pride Project outreach efforts – working with Jeff Salvon
   b. Multipurpose Medical Care Center Project outreach efforts – working with Lindsey Kuipers

9. Beaverton Police Department (BPD)
   a. Collaborating with Community Services Division and assisting with their community outreach projects – working with Lt. Paul Wandell and Sgt. Neil Stellingwerf and Consuelo Star
Appendix G – Capstone Executive Summary for City

An Assessment of the City of Beaverton’s Readiness for Cultural Inclusion Initiatives

Holly Thompson
Capstone Executive Summary for the City of Beaverton
EMPA 2011
Dr. Masami Nishishiba · Advisor · Portland State University
Background
Beaverton, Oregon, is a very diverse community. With a growing population of more than 91,000 residents, Beaverton is the sixth largest city in Oregon. Of these residents, nearly one in four were born outside the United States (City of Beaverton, 2013). There are nearly 100 distinct languages spoken in student homes within the Beaverton School District (Beaverton School District, 2012). Approximately 27% of the city’s population are minorities, with people of Hispanic or Latino origin representing 16.3% of the population and Asians representing 10.5% (American Community Survey, 2010). The City of Beaverton has made great strides in embracing cultural inclusion in the past few years. Embracing the city’s cultural diversity was a clear priority in the community visioning process (Beaverton Community Vision Action Plan, 2010).

Beaverton’s mayor, Denny Doyle, has promoted cultural inclusion since taking office in 2009. He has personally made it part of his core platform to raise Beaverton’s profile as a culturally inclusive city. This has led to the initiation of many efforts that focused on building Beaverton’s relationship with external partners and diverse residents.

Research Purpose
The purpose of this research is to examine the readiness of the City of Beaverton to develop cultural inclusion initiatives. While the city is currently undergoing an important effort to raise its profile with diverse communities and to build relationships with these groups, not much effort has been made to examine the organization’s ability to implement cultural inclusion programs. This research will provide an assessment of Beaverton’s readiness to develop and implement cultural inclusion initiatives based on the input of the organization’s department heads and key personnel in stakeholder interviews, as well as a city-wide survey of all employees, and a review of relevant literature.

Importance of the Research
The importance of organizational assessments is emphasized in literature related to organizational development. For example, Thomas (1991) argues that performing diagnostic research and assessing an organization’s culture and systems is a critical step in developing an approach to manage diversity. Culture audits are a critical step that organizations should not overlook rushing to implement programs (Thomas, 1991). It is important to assess the inherent nature of situations rather than automatically moving into a problem-solving mode (Cortes & Wilkinson, 2009).

Arredondo (1996) argues that a critical first step for leaders in considering incorporating diversity management strategies within their organization is educating themselves about processes and assessing the organization’s resources. She notes, “before anything is done officially, there must be a deliberate plan to build knowledge about diversity management and to engage the strongest, ‘the most expert’ internal and external personnel to manage the blueprint process” (p. 32). And finally, an assessment can help the organization understand its current state and see what is blocking it from achieving its vision (Gardenswartz & Rowe, 2009). In other words, before we move forward we must know where we stand and what we need to accomplish our goals.
**Definition of Culture**

In this project, culture is defined in line with the academic literature, as the primary filter through which we make sense of the world around us. It is the sum of all the most obvious and not-so-obvious factors that influence our lives and that embodies who we are as individuals and how we also relate to a larger “group” from which we originated. When we think of culture – instead of equating it in terms of ethnicity or nationality alone – it should be understood as the contextualized factors that influence people’s opinions and behaviors. This issue, of how broadly or narrowly to define culture, impacts the organization’s understanding of cultural inclusion and warrants attention.

**Cultural Competence is Critical for Public Administrators**

Borrego and Johnson (2012) state, “cultural competence, in an organizational context, is the ability to manage the different employee cultural characteristics (i.e., employee’s diversity or cultural diversity) to build an effective organization. Where earlier the emphasis had been on classification – for example, race and gender – that emphasis began shifting to culture and cultural characteristics” (p. 6). They argue that cultural competency means you are successful at recognizing and even understanding people’s differences, based on their culture, and you find a way to have this understanding add value to the organization.

Intercultural competence is critical for public sector leaders because it is the backdrop that affects their ability to communicate with the increasingly diverse populations. There is a large body of literature that focused on the importance of cultural competency in health care delivery, education, outreach to Native American populations, (Borrego and Johnson, 2012). While the literature on cultural competency specific to local government is smaller, Rice (2007) explains that in public service delivery, a person’s culture influences his or her view of government and impacts the outcomes of public agency interventions (p.624). This implies that in order to ensure the best outcomes for the individuals we serve, we not only need the cognitive awareness of cultural differences, but we need to practice respect for those differences. Rice emphasizes that “in cross-cultural situations, competence is the capacity to function within the context of culturally integrated patterns of human behavior defined by a group. Thus, being competent in cross-cultural situations means learning new patterns of behavior and effectively applying them in appropriate settings” (p. 625).

**Organizational Assessments are Important**

Effective cultural inclusion initiatives need to be data driven. As Gardenswartz and Rowe (2009) posit, “setting off to create a strategy without having accurate data is like starting a journey into a new territory blindfolded and without a map” (p. 39). Any assessments are part of an ongoing organizational process. Arredondo (1996) explains that needs assessments are a process and not a task. The information gathered in the needs assessment is crucial to the planning and design of a good cultural inclusion and diversity management process (Arredondo, 1996). Bielby (2008) also explains that organizations should periodically audit themselves and monitor hiring, promotion, performance assessment, and turnover, to look for any disparities in personnel practices. There are many different factors that you could examine when conducting a cultural assessment audit – but the point is that the audit itself is not the end but rather the beginning of a process improvement journey.
Executive and Management Support is Critical
The literature emphasizes the importance of the organization’s top leaders’ role in championing diversity and cultural inclusion. As Arredondo (1996) explains, it is critical to involve executive management in the diversity initiative early on. It brings a sense of shared responsibility for change. Without their involvement, the initiative can be isolated or lose credibility as just a pet issue of the CEO (Arredondo, 1996). Gardenswartz and Rowe (2009) observe that “in their many decades of experience, they have only once seen a grass-roots organizational effort succeed. Where the leaders go – the organization goes” (p. 39).

The literature also suggests that it is equally important that not just the top of the organization, but the executive team publicly champion the cause in order to influence organizational change. Gardenswartz and Rowe (2009) claim that “executive leaders need to be role models and advocates for this strategic focus” (p. 39). The authors go on to explain that these leaders within the organization need to talk regularly about the importance of diversity and inclusion, and that it can’t be the last thing on the list that they talk about with staff.

Linking Cultural Competency to Leadership Development Training Offers Great Possibility for the City
The literature is clear that the characteristics that have been proven to be successful leadership traits align well with the traits needed for cultural competency. Instead of being overly concerned about the inevitable backlash, organizations would be better served focusing on the mutual benefits of teaching leadership development and cultural competency at the same time. In fact, Gardenswartz and Rowe (2009) state that diversity training is most effective when integrated into existing trainings, specifically supervisor training (p. 42).

Two of the leading authors in leadership, Kouzes and Posner (2007) in their book The Leadership Challenge present five key leadership practices. Although the authors do not directly discuss culturally competent practices in relation to leadership behavior, their five practices of exemplary leadership directly relate to the types of behaviors a person with a high regard for cultural competency would need to display. Fischer (2009) also notes that “reflecting on Kouzes and Posner Leadership Practices and using their LPI assessment is ‘an excellent cross-cultural instrument.’ The practices do not vary from industry, profession, or country, and ‘underscore that good leadership is a universal and learnable process’” (p. 128). The table below correlates Kouzes’ &Posner’s (2007) leadership practices with examples of culturally competent behaviors.

<table>
<thead>
<tr>
<th>Leadership Practice</th>
<th>Description</th>
<th>Link to Culturally Competent Behavior</th>
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<tr>
<td><strong>Model the Way</strong></td>
<td>“Exemplary leaders know that if they want to gain commitment and achieve the highest standards, they must be models of the behavior they expect of others. Leaders model the way.” (Kouzes &amp; Posner p. 17)</td>
<td>Leaders can model the culturally competent behavior they want their team members to embody. Manage by walking around. Respect and understand employees from other cultures. Know your team members as individuals. Make people feel safe to contribute. Acknowledge and reward culturally competent behaviors in team members. Surround yourself with diverse people within the organization. Don’t just hang out with other</td>
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Inspire a Shared Vision

“Leaders cannot command commitment, only inspire it. Leaders have to enlist others in a common vision.” (Kouzes & Posner, p. 17)

By definition a “common vision” assumes communal participation in the development of the vision. Truly build the vision collectively and be inclusive of all team members in establishing your group’s vision.

Challenge the Process

“Leaders are pioneers. They are willing to step out in the unknown. They search for opportunities to innovate, grow, and improve.” (Kouzes & Posner, p. 18)

Be a champion for cultural competency development in your organization. Educate your staff about the changing demographics and the importance of expanding their world views. When products are brought to you, ask your team members who reviewed and contributed. Make inclusion of different viewpoints an expectation for your evaluation.

Enable Others to Act

“Leaders foster collaboration and build trust.” (Kouzes & Posner p. 20)

Train employees on the importance of respect and understanding of cultural differences of all types. Get to know individuals on your team and understand how to inspire the best out of them. It won’t be the same technique for each person. Adjust yourself to motivate them.

Encourage the Heart

“Leaders encourage the heart of their constituents to carry on.” (Kouzes & Posner, p. 20-21)

Find ways to let people excel at what they enjoy doing. Recognize and reward them in the way that they would appreciate. Personalize your interactions and be authentic.

Research Questions

The purpose of this research is to ascertain how ready the City of Beaverton is to undertake cultural inclusion initiatives. The research is intended to understand if the city has in place what it needs to be successful implementing cultural inclusion initiatives – and if not, what is missing? In order to answer the question, a number of sub-questions will have to be answered.

1. Does the City of Beaverton leadership and staff have a consistent understanding of the term cultural inclusion?
2. What are the key challenges to implementing cultural inclusion initiatives?
3. What support or tools does the city need to implement cultural inclusion initiatives?
4. What is the relationship between leadership’s expressed desire to increase cultural inclusion with external community members and the state of cultural inclusion within the organization itself?
5. What are the leadership implications for City of Beaverton public officials in relation to cultural competency?

Research Design

Data collection involved qualitative interviews of Beaverton leaders, community advisors, and city staff. Twenty-five people were identified to interview based on their professional expertise, area of interest in public involvement or cultural inclusion, or their position level within the organization. They were asked a series of questions about their views of Beaverton’s readiness for cultural inclusion initiatives.
In addition to the stakeholder interviews, a survey for all city staff was administered in order to measure their attitudes and opinions in relation to cultural inclusion. The response rate for the survey was approximately 43%, with 221 responses out of 513 full-time-equivalent positions.

**Key Findings from the Research**

1. **There is strong organizational appreciation for cultural inclusion.**
   The stakeholder interviews highlighted that there is a deep appreciation for the need for cultural inclusion in the organization. Participants described cultural inclusion in terms of the City of Beaverton’s approach as creating a welcoming and open environment for diverse participation in city government.

2. **The City has identifiable champions for cultural inclusion.**
   Mayor Denny Doyle gets a lot of credit from stakeholders for personally championing the cultural inclusion issue. Mayor Doyle is a huge asset because of his leadership and personal passion for the topic. Stakeholders also gave a lot of credit to Beaverton’s diverse community members, particularly for advocating and testifying to the City Council on behalf of the need for the cultural inclusion position. They noted, “Community support for the cultural inclusion coordinator position was critical.”

3. **The organization lacks a clear understanding of what is meant by cultural inclusion.**
   One thing that came across very clearly is that there needs to be clarity on a number of issues. First, there is not a clear definition of what the city is trying to achieve, who the city is trying to reach, or what does the organization means when it talks about being culturally inclusive. While there is widespread acknowledgement that city leadership is focused on outreach to people from various ethnic group identities or nations of origin, there is not clarity about what this means in terms of organizational efforts to be more culturally inclusive.

   Stakeholders were asked to clarify how they personally defined the word culture in terms of cultural inclusion and what groups they were referring to for their definition. Many commented on the fact that their personal definition did not match what they perceived city leaderships to be. Other participants also stated they were unclear what the city meant by cultural inclusion.

   This question of definition - not only of terminology, but purpose - was the most common theme in the interviews and a thread of the topic appears in response to every question.

   Examples of stakeholder comments include:
   
   ∙ “I haven’t heard a common definition of cultural inclusion.”

   ∙ “As a city we haven’t defined it really well. Not been in general agreement. One of those areas everyone has a different definition and understanding. From the top down there is not a clear definition.”

Another consideration is that some people expressed concern about what they perceive to be the pitfalls of a narrow focus for cultural inclusion. For example one employee shared the view that the city’s focus on ethnicity alone was overly simplistic and could lead to people feeling excluded. Of stakeholders, **58% defined culture broadly** while **42% defined culture as more focused on ethnicity or nation of origin.**
4. **The city workforce is not ready for cultural inclusion.**
More than two-thirds of stakeholders described the city as not very prepared for implementing cultural inclusion initiatives. But the stakeholders were also quick to point out that there was strong consensus and willingness to do something. Many respondents described the city as being in a better position than in the past to address the issues. Participants called for a clarification of what the city was trying to achieve, specific goals, and a plan for reaching those goals. In the stakeholder interviews, participants were specifically asked to “[A]ssess the level of the City’s preparedness for cultural inclusion initiatives”. 65% of stakeholders described or rated the city as not very ready or prepared. 22% chose not to rate the city.

- Philosophically as an organization we are ready. No, I don’t experientially think we are ready”.
- “I don’t think we have enough tools in our toolbox. We have great desire….To date we’ve focused on awareness and importance….Is it a language thing, a culture thing? What is the problem we are facing?”
- “Between one and two on a 10-point scale. We are not even close. Interest is very high but we don’t know how to do it. The issue is not on citizen’s radar at all. We have a long way to go.”

5. **People would like to see a more diverse workforce including within senior management.**
The City of Beaverton does not currently have a diverse workforce. This observation was repeated many times in stakeholder interviews in many different ways. Stakeholders talked about the lack of ethnic diversity in the city workforce, specifically the lack of ethnic minorities or women in leadership positions or upper management.

6. **Tools and support needed include language assistance, cultural awareness training, and assistance with hiring practices.**
Stakeholders consistently identified the same things needed to support cultural inclusion efforts. Specific topics mentioned by staff particularly were language barriers and the need for training. Stakeholders also talked about the need for quality training for staff on cultural customs – what to do and what not to do. Many stakeholders were unable to articulate specifics of what support city staff needed beyond the language and customs issues.

One topic that many stakeholders discussed was the need for assistance with hiring practices. Multiple stakeholders talked about how managers may not even realize they are pre-disposed to hire someone like them: “HR has a big role in this. People tend to hire people that look like them and that is a tough nut to crack”. Employees are looking to HR to take on a bigger role in assisting them with culturally inclusive practices. Views among stakeholders vary widely about who should be trained. Stakeholders suggested everything from front-line staff with heavy interactions with the public should be the priority, all employees should be trained, department heads, managers, new hires during orientation, and various other combinations. Some specifically mentioned including city councilors and volunteers in training opportunities.

7. **The organization needs to improve information flow.**
It is very clear that the city leadership’s focus is on external outreach and that the focus of the city’s new cultural inclusion position is on external outreach to ethnic minority communities.
This is contributing to a source of confusion within the organization which has a predominantly broad view of cultural inclusion.

Another common complaint from staff is the lack of process for sharing what has been learned from the cultural inclusion program with city staff at-large. One stakeholder shared:

- “Hiring a cultural inclusion coordinator is a good step toward the city dipping its toe in. It is a very introductory first step. And that one staff person has not spilled over as much as I had hoped. All of his efforts, I don’t feel in the loop or a part of it. Not a personal criticism on him but we haven’t set up a system. He is making all of the relationships. Great for him but haven’t seen it spillover to the community. He isn’t working with other staff or departments. I’ve talked with him about it and management but it won’t matter much if it isn’t addressed – which it hasn’t been.”
- “The new cultural inclusion hire should be more involved with staff. There is a huge disconnect there.”

The city needs to develop a process to address these comments and concerns. Staff are looking to this new position as an opportunity to learn about Beaverton’s diverse community and how best to engage these community members. And, there is clearly some frustration about the lack of information flow. As one stakeholder expressed,

- “It would be nice to know from the community perspective, when community members contact us, what are we doing that is good to be more inclusive and where can we improve?”

**Recommendations for the City of Beaverton**

1. **Clarify what is meant by cultural inclusion in a clear policy statement.**
   The city needs to clarify its goal and desired intent for cultural inclusion. It also needs to establish a clear definition of what it means by cultural inclusion. The majority of staff view culture as a broad term encompassing many things. The city’s narrowed focus on ethnic minority outreach contributes to a source of confusion over the goal of cultural inclusivity.

   The City Council should address these issues from a policy perspective. However, the council should be careful not to limit the organization’s policy focus and should embrace a broad understanding and support for cultural inclusion.

2. **Continue assessment efforts.**
   Complete assessment efforts by analyzing employee turnover statistics, grievances, and complaints; and conduct focus groups with different employee groups with outside facilitators. Examine minority employee perceptions within the organization. Also include cultural assessment questions on surveys of citizens who have had interaction with city departments.

   There are some important topics that were beyond the scope of this capstone that the city should explore. The organization would benefit from learning about micro-aggression. The city would also benefit from dialogue about how scary and intimidating government can be for people born in this country, let alone another country, and the impact government interactions have on the public. Staff become so familiar with policies and procedures that
they lose sight that they are speaking an entirely different language than the people they serve. The city’s language barriers are deeper than staff realize; government jargon in and of itself is a language barrier. And by more thoroughly surveying citizens who interact with a city department, it might be an eye-opening opportunity for the organization.

Another topic for future assessment is the city’s internal service providers. They have customers too – their colleagues – and this group is often overlooked as not needing these types of trainings. I suspect if you surveyed their customers, you might get a very different recommendation.

3. **Invest in broad cultural inclusion training.**
   Train everyone - elected officials, department heads, managers, supervisors, line-staff, and volunteers. Invest in cognitive skill development and teaching culturally competent behaviors. Link this learning with leadership development. Teach people to recognize we all see the world differently and to be really effective we have to adjust our style to relate to those around us, including our growing diverse community. Utilize the expertise and knowledge of the Intercultural Communications Institute, a world leader located just outside Beaverton, to help advise and evaluate training options.

   An organization can’t say it is for cultural competency when the experiences people have when interacting with staff do not reflect the stated values of the organization. You have to teach all of your staff the importance of cultural competency. And the top of the organization has to own it. If your organization’s leaders just pay lip service to the topic and then behave in a manner contrary to the stated values, then everyone in the organization understands this is not a real priority.

4. **The Human Resources Department should lead.**
   The organization is looking to HR to take the lead on this. HR should own the issue and take on the broad definition perspective. Build the lessons learned from community members through the cultural inclusion coordinator’s efforts into the training – but there is no reason to continue waiting to better understand community needs. Staff is clearly in need now and is calling for assistance. Take the opportunity to help staff understand the value of a broad understanding of cultural competency. Consider asking for a new position to directly support internal inclusion and equity efforts within the city. The literature review demonstrates the internal efforts are best led by the creation of a director position however the work usually begins under HR’s leadership (Nishishiba, 2012).

5. **Clarify expectations for the cultural inclusion coordinator.**
   Redefine that the cultural inclusion coordinator position as a ethnic minorities outreach coordinator because that is clearly what the focus and expectation is for the position. That area of responsibility alone is huge and labor intensive. It requires a great deal of grassroots outreach and organizing. It is not realistic to expect one person to be able to do that and lead on the internal needs of the organization.

   By clarifying the role as being focused on ethnic minority outreach, it opens the door to shared responsibility for other pockets within the organization to step-up and fill the void. And that is exactly what has to happen for ownership of cultural inclusion to be
institutionalized. It isn’t as simple as hiring one person to represent the city as a cultural inclusion coordinator. The city has 513 full-time-equivalent positions – and each of these is an ambassador for the organization. In order to be successful with its goals to embrace cultural inclusion, the organization does not need one successful inclusion coordinator – it needs to know its full workforce is prepared and the organization has the tools in place to support culturally inclusive practices.

A danger exists if the city continues with the expectation that this one person is responsible for leading everything in the cultural inclusion work plan. Staff are already vocalizing concerns about a lack of collaboration, missed opportunities, and lack of information sharing on the lessons learned from the external outreach. The organization is risking creating a no-win situation where the coordinator can’t deliver and continues to lose internal credibility.

6. **Create an internal cultural inclusion advisory committee.**
Recruit a broad cross-section of staff from all departments and position levels to advise on matters of cultural inclusion. Nest leadership of this committee within HR. Create teambuilding opportunities for these staff and leverage them as leaders within the organization. Charge this group with communicating internally about diversity and inclusion efforts. It is clear that there are pockets of innovation within various city departments related to diversity and inclusion, but nobody seems to know or be talking about them. CEDD’s photovoice project with PSU, the library’s collection and multilingual story times, the police department’s extensive outreach, and much more.

By and large, people are not aware of what is going on outside their own department (or even work group) and the staff are losing opportunities to learn from each other, piggyback on successes, and share efforts. It is ironic that the key reason that the city was recognized nationally for its visioning process was for its success with multicultural outreach and yet not a single stakeholder made this connection in the interviews as a success. The organization is not aware, celebrating, or promoting what it is doing. The city needs periodic updates to council that are system-wide, talking about inclusion efforts and not focused on just the efforts of the cultural inclusion coordinator. As Borrego and Johnson (2012) wrote, “what gets measured gets done” (p. 132). Every department should measure inclusion efforts and jointly update the mayor and council collaboratively through a report from the internal committee.

The internal committee is also critical for institutionalizing shared responsibility. Staff are clearly looking to the cultural inclusion coordinator to tell them what to do. What the city needs is to get staff more actively involved in generating solutions, and to grow a larger network to turn to within the organization. Some of the tools staff asked for are already available but they aren’t aware of that fact. This is a communication and awareness issue that can best be addressed by creating more champions within the organization. If there are more topical experts throughout the organization, then the knowledge will spread.

7. **Keep the leaders involved and talking about the purpose often.**
People look to their leaders. Mayor Doyle has done a fantastic job making this a priority and without his leadership the city would not have accomplished what it has to date. He deserves a lot of credit but he can’t stop. He needs to continue talking about the
importance of cultural inclusion. The mayor should set the standard for how he expects his full leadership team to be involved and deliver on this topic. The City Council should continue to step-up and take an active role, and department heads and senior managers should be expected to publicly and visually do the same.

8. **Create a cultural inclusion plan for the city.**
   Establish a cultural inclusion action plan for the city that addresses strategies for both external outreach and internal organizational improvement. The plan should come from HR with the ethnic minority outreach work plan being a component.

9. **Examine the city’s public engagement practices overall and consider realignment.**
   The city has made amazing strides on the public engagement front. In five years the city has transformed itself from being criticized for being too closed and not listening to the public, to becoming nationally recognized for its public engagement leadership. But the city’s public engagement efforts are not connected. One stakeholder talked about the need for a regular gathering of public outreach staff from all departments to talk about what they are doing, who they are working with, and how the efforts can be better coordinated.

   The city should inventory who is doing what for public engagement and look for opportunities for reporting alignment or even physical alignment among programs or divisions. For example, would the cultural inclusion coordinator be better connected to staff if he had a reporting structure that aligned him with the other public involvement professionals more directly? With city hall relocating in the next year, it presents an opportunity to physically move staff together who should be communicating more regularly like the Neighborhood / Community Services Program, Cultural Inclusion, and Visioning / Strategic Engagement for example. After these staff are better aligned, consider looking at them as internal consultants. The city has a lot of capacity for public engagement, and the Mayor’s Office particularly could be of great assistance to other city departments in this area on a more regular basis.

**REFERENCES**


Beaverton Community Vision Action Plan, 2010

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