

What Does “Equity” Look Like?

A Synthesis of Equity Policy, Administration and Planning in the Portland, Oregon, Metropolitan Area

**Diane T. Besser, Russill Fellow
Institute of Portland Metropolitan Studies
Portland State University**

**Prepared for the Oregon Community Foundation
April, 2014**

Acknowledgements

I would like to acknowledge the Oregon Community Foundation, Russill Fellowship, for funding this research and the Institute of Portland Metropolitan Studies (IMS), Portland State University, for providing resources, support and guidance. Special thanks to Meg Merrick (IMS) and Kris Smock (Kristina Smock Consulting; Coalition for a Livable Future) for sharing their insights – over many years – on the challenges and opportunities of equity work, particularly in development of the Greater Portland Pulse and Equity Atlas 2.0 indicator projects. Thanks also to the many community and agency equity experts who generously offered their time and candid comments including, in particular, Nancy Stevens, Nuin-Tara Key, Shawn Postera, Daryl Dixon, Sam Adams and Desiree Williams-Rajee.

TABLE OF CONTENTS

Executive Summary 5

Introduction 7

 Research Goals and Objectives 7

Literature Review 9

 Foundations of Social Equity in Public Administration and Planning 9

 Minnowbrook I and the New Public Administration 10

 Equity Planning and the Cleveland “Experiment” 11

 The Equity Lens 12

 Regionalism and Collaboration 12

 Social Equity and Social Justice 14

 Social Equity Metrics: Visualizing and Measuring Access and Opportunity 15

 Social Equity Indicators 15

 Opportunity Mapping 16

 Indicators and Equity Atlases 17

Challenges on the Road to Social Equity 19

 Equity Defined: Developing a Common Language 20

 How Is Equity Defined? 20

 Developing a Common Equity Language: Values, Goals, Objectives & Outcomes 23

 Equity Silos: Breaking Down the Barriers 24

 Institutional Equity Silos 25

 Sectoral Equity Silos 25

 Moving Beyond Equity Silos 26

 Visualizing and Measuring Equity “On-the-Ground”: Data, Indicators & Equity Mapping 28

 Data Validity, Reliability and Timeliness 28

 Geographic Scale: Local vs. Regional 30

 The Qualitative Nature of Equity: The Stories Behind the Indicators 32

 Developing Best Practices for Data, Indicator & Equity Mapping 33

Building Bridges: Next Steps 35

 From the Top-Down: Regional Governing for Racial Equity Network 35

 From the Bottom-Up: Process and Outcomes 36

References 37

Appendix A: Annotated Bibliography: Equity in Public Administration and Planning 40

Appendix B: Associations, Institutes and Organizations 44

Appendix C: Equity Policy and Planning Toolkits 46

Appendix D: Regional and Local Equity Initiatives 47

Appendix E: Equity Metrics: Indicators & Equity Mapping 49

SUMMARY INFORMATION BOXES AND GRAPHICS

Literature Review in Brief 9

The New Public Administration 10

Equity Planning 11

The Equity Lens: Portland Plan Equity Initiative 12

The Benefits of Regionalism 13

City of Portland: Why the initial focus on race and disability? 15

Clackamas County, Oregon, Opportunity Map 17

Social Equity Challenges in Brief 19

Defining Equity: Equity Wordle 21

Sample Equity Definitions 21

Data Validity: Percent Students Receiving Free & Reduced Price Lunch Map 30

Geographic Scale: Density of Populations of Color and Percent Households with Low English Proficiency Maps 31

Strategies for Meeting Social Equity Challenges in Brief 34

EXECUTIVE SUMMARY

In the decades since Norman Krumholz and John Forester published a seminal book detailing their personal account of “equity-planning” in Cleveland, Ohio, in the 1960s and 70s, the complex concept of social equity has been adopted and incorporated into the fabric of urban planning. The New Public Administration, which places social equity as a fundamental core value, has also emerged from ongoing debates within the field about how public administration should respond and adapt to changing sociopolitical conditions. Despite its popular use, the term “equity” is an expansive and complicated concept. It incorporates broad and interwoven ideas about individual and community well-being, opportunity, and access to resources. The concept is inherently value-laden and qualitative in character and thus presents challenges in its adoption, implementation and evaluation at a policy and programmatic level.

Historically, the concept of equity in public administration and planning developed as a response to the social unrest and political turbulence of the 1960s and 70s. Advocacy groups demanded that policy-making, public service delivery, and planning be more responsive to changing social realities. This resulted in the New Public Administration, equity-based planning and use of an equity lens as a broad-based tool to develop and evaluate plans and programs. By the beginning of the 21st century, social equity had at least been accepted as a core value in both public administration and planning, although not always effectively realized on-the-ground. To address growing challenges, scholars and practitioners have begun to develop strategies to move the theoretical concept of social equity more definitively into actual practice. A focus on regionalism and collaboration to achieve equity goals advocates recognition of regional inter-connections, endorsement of inter-jurisdictional cooperation and enhancement of cross-sectoral communication. More recently, the concept of social equity has been strongly associated with social justice. Linking social equity with justice has, in turn, led to policies and practices that seek to achieve social equity by addressing issues of institutional racism and racial and ethnic diversity. As social equity and social justice have become increasingly embedded in policies and practice, questions have emerged regarding issues of evaluation and measurement. This has resulted in a more contemporary practical debate about equity metrics, equity indicator projects and mapping methodologies designed to visualize and measure equity outcomes over time.

A literature review and semi-structured interviews with regional equity experts identify three consistent challenges in realizing social equity in policy and practice. The first challenge involves the actual definition of equity. Equity is a normative construct that embodies broad societal values and norms that can be interpreted or prioritized in different ways. Multiple definitions of equity or understandings of what equity means in practice can act as barriers to communication between entities as well as hindering progress toward defining mutually beneficial goals and outcomes. Experts endorse developing a common equity language. To do this requires focusing on developing consensus on a regional equity policy that encompasses broad social values. Once this is accomplished, agencies and organizations need to develop equity goals that reflect these values. Equity-based tasks undertaken by agency or organizational missions are incorporated at the level of defining equity objectives and outcomes specific to the organization’s mission.

A second challenge concerns equity silos. The concept of equity spans policy domains and jurisdictional authorities. Our system of governance, however, creates strong sectoral (policy spheres) and institutional (mission-based) silos. This restricts an agency or organization's ability to integrate outside issues into their internal equity initiatives. It also creates difficulty linking the goals and action plans of individual agencies and organizations with a broader regional equity vision and plan. To break down the barriers caused by institutional and sectoral silos requires fostering the political will and leadership needed to develop regional equity policy, adopting equity-based tools that bridge sectors and departments, and development of equity outcome measures and indices that acknowledge cross-sectoral and inter-jurisdictional interdependencies.

The third challenge involves understanding and addressing the trade-offs in using equity indicators and equity mapping technologies to evaluate and measure equity outcomes. Indicators and equity mapping help to gauge the level of equity attainment. However, indicators are only imperfect representations of reality. Challenges include: (1) balancing the validity, reliability and timeliness of data being used; (2) assessing the utility of indicators mapped at different spatial resolutions (local vs. regional); and (3) supplementing indicators with relevant qualitative data that supplement the indicators and tell the "story" of on-the-ground experience. Equity experts support development of best practices for evaluating data and indicators by way of engagement in a public conversation about what works and what does not in indicator projects and mapping applications so that improvements can be made to data selection and delivery. In addition, indicator projects and equity mapping need to be coupled with strategies to educate decision-makers and advocates on appropriate use and interpretation of the data.

While the equity experts have identified many strategies to better address social equity in administration and planning, perhaps the most important strategy is to take positive and proactive steps to build bridges that will empower and engage all stakeholders, public and private, in breaking down the barriers toward social equity. These bridges can be built either from the top-down or from the bottom-up. For example, in a top-down approach, the "regional governing for racial equity network" (an initiative started in Seattle, WA, which has since expanded to include both Portland and San Francisco) seeks to bring jurisdictions together and build alliances to address institutional and structural racism at a regional scale. The network's objectives include providing mechanisms for elected officials to take on leadership roles in equity policy development, creating a regional equity vision, and addressing cross-jurisdictional issues and interdependencies to identify mutually beneficial inter-agency and public-private partnerships.

Substantive bridge-building at the regional policy level can also be supplemented with bottom-up approaches that focus on the "process" of social equity, rather than just the outcomes. Equity from a process perspective entails understanding, and continually improving, "how" we are moving toward desired equity goals. Process strategies include (1) building in citizen participation, capacity building, and communication strategies into all organizational processes; (2) creating mechanisms that ensure communication flows in all directions; (3) empowering staff to act as agents of change and to think outside the box; and (4) making transparent the power dynamics within and between agencies, organizations and the public in order to remove attitudinal and structural barriers to effective communication and collaboration.

INTRODUCTION

In 1990, Norman Krumholz and John Forester published a seminal book detailing their personal account of equity-planning in Cleveland, Ohio, from 1969 to 1979 (Krumholz and Forester, 1990). The challenges they successfully faced in integrating the complex concept of equity into the fabric of urban planning have since motivated cities across the nation to incorporate equity initiatives into their own local and regional planning goals. John Metzger (1996) documented some of these efforts in an annotated bibliography on the theory and practice of equity planning.

During this same time period, the field of public administration also embraced the concept of equity during the first Minnowbrook Conference, held in 1968. Under the patronage of Dwight Waldo, an esteemed political scientist and defining figure in modern public administration, the conference brought together 34 scholars to discuss how public administration should respond and adapt to the social unrest and changing sociopolitical conditions of the time. The New Public Administration, which placed social equity as a primary value, emerged from this conference.

Despite its popular use, the term “equity” is an expansive and complicated concept. It incorporates broad and interwoven ideas about individual and community well-being, opportunity, and access to resources. As Ethan Seltzer (2012), former director of Portland State University’s Nohad A. Toulan School of Urban Studies and Planning, once reflected (and paraphrased here): Equity is a big word, but what does it mean? What does it look like on the ground? How do we know when we have achieved equity? These are questions about equity concepts, implementation and metrics that a growing number of policy-makers, administrators, planners, and grassroots advocates have struggled with since Krumholz and Forester’s equity “experiment” in Cleveland and the first Minnowbrook Conference. There is a need to expand on Metzger’s 1996 overview and assess the current state of equity in administration and planning so that a wider community can benefit from ongoing efforts, lessons learned and insights into the challenges ahead.

Research Goals and Objectives

Portland State University’s Institute of Portland Metropolitan Studies, through its Greater Portland Pulse Indicator Project and partnership with the Coalition for a Livable Future’s Equity Atlas 2.0, have worked with teams of experts in various sectors¹ to define what equity means, develop goals for shaping the communities of the future, and determine metrics and indicators to be used to gauge progress toward these goals in the Portland, Oregon, metropolitan region. This report draws heavily on the valuable insights and lessons learned within this community of expertise. Its primary goals are to synthesize relevant information about how equity is being envisioned and integrated into policy and practice as well as document the common issues and challenges faced by policy-makers, administrators, planners and community advocates as they try to implement equity initiatives on-the-ground. The report’s structure and content is intended to provide a framework that can be used to support inter-jurisdictional and cross-sector dialogue about regional equity issues.

¹ Sectors include housing, transportation and mobility, economic opportunity, education, civic engagement, health, the environment, safety and community, and arts and culture.

The objectives of this research include:

1. Raise awareness of equity as a framing mechanism for policy and planning.
2. Document what is being done in the region regarding equity initiatives and programs.
3. Lay a foundation for bringing agencies and stakeholders together to talk about equity and what needs to happen in the near and distant future to realize regional equity goals.

Specific research questions include:

1. How is equity defined or incorporated into policy statements?
2. What does equity look like in practice? How is it operationalized?
3. What are the tools and data used to measure or evaluate equity outcomes?
4. What are the issues and challenges in realizing equity goals?

This report is comprised of four main sections. The first section contains a literature review that documents the foundations of equity within administration and planning, traces these foundational works to contemporary scholarship, and identifies the equity issues currently being debated. The next section provides a synthesis of challenges identified in the literature and from interviews with key experts on equity drawn from regional, county and city agencies in the Portland, Oregon, area. This section also presents suggested ways in which to address these challenges. The third section lists recommendations for possible “next steps” and describes the kinds of collaborative efforts that will help to bring agencies, organizations and stakeholders together to discuss mutual interests and goals. And, finally, several appendices provide an annotated bibliography and lists of resources and ongoing equity projects that can be used for reference and further research.

LITERATURE REVIEW

The following literature review focuses on equity as a broad social construct.² Its purpose is to create a historical context in which to trace the evolution of the concept within public administration and planning. The discussion will also connect these foundational works with contemporary scholarship and identify key equity issues that are currently being debated by scholars and practitioners.

LITERATURE REVIEW IN BRIEF

The concept of equity in public administration and planning developed as a response to the social unrest and political turbulence of the 1960s and 70s. Advocacy groups demanded that policy-making, public service delivery, and planning be more responsive to changing social realities. The result: New Public Administration, Equity Planning and the Equity Lens.

The turn of the 21st century saw integration of equity concepts into public administration and planning practice through a focus on “regionalism” and “collaboration.” Attention turned to how equity could be realized through regional inter-connections and inter-jurisdictional cooperation.

More recently, the concept of social equity has been strongly associated with “social justice.” Linking social equity with justice has, in turn, led to policies and practices that seek to achieve social equity by focusing on issues of institutional racism and racial and ethnic diversity.

As social equity and social justice became increasingly embedded in policies and practice, questions emerged regarding issues of evaluation and measurement. This has resulted in a more contemporary practical focus on equity metrics, equity indicator projects and mapping methodologies designed to visualize and measure equity outcomes over time.

Foundations of Social Equity in Public Administration and Planning

The concept of “social equity” gained prominence in the United States during the tumultuous civil rights period in the 1960s and 70s. Advocacy groups, representing a myriad of interests, demanded that policy-making, public service delivery, and planning be more responsive to changing social realities. The Civil Rights Act of 1964, the Voting Rights Act of 1965, the executive order that established Affirmative Action, and the establishment of the Medicare and Medicaid programs reflected growing awareness among policy-makers of the social and economic disparities plaguing much of the citizenry. Railing against “big government” and ill-conceived urban development projects, the voices of historically marginalized communities, such as African-Americans and the urban poor, called for more consideration and avenues of input into policy-making and planning activities that directly affected their communities.

² Rich bodies of literature exist discussing social equity within specific policy spheres (e.g. health). The literature review presented here does not seek to create a synthesis of this issue-specific literature, but rather to document how equity is being used as an umbrella concept to frame a more broad debate about equity policy and planning.

It was during this time that the fields of public administration and urban planning reassessed their professional values and practices and began to reframe their positions as one of advocates for social equity and implementers of social reform. The National Academy of Public Administration (NAPA) established its Panel on Social Equity in Governance in 1967. The American Planning Association (APA) convened working groups on “planning and community equity” in 1978. Both these organizations are still actively engaged in a dialogue about the role of social equity in administration and planning and often have special symposiums and journal issues dedicated to articles and commentary on equity issues.

1. Minnowbrook I and the New Public Administration

The first “Minnowbrook” conference (named for the center at Syracuse University where the conference was convened) was held in 1968 with the goal of bringing together young, progressive scholars in public administration to discuss the future of the field. Organized by the renowned scholar, Dwight Waldo, the conference was specifically designed to rethink the core values of public administration. Prior to this time, the profession’s fundamental precepts revolved around “scientific management” principles and the idea of the impartial “rational bureaucrat” first developed in the early 1900s. Waldo felt, as did many others, that these principles were no longer efficacious in practice. Public administration, as a result, lacked relevancy (Gooden & Portillo, 2011).

The conference members adopted new core values quite different from the three “pillars” of public administration that evolved from scientific management theory (economy, efficiency and effectiveness). These new values included responsiveness, social equity, administrative responsibility, citizen choice, and participatory decision-making (Gawthrop, 1989). Most of these new proposed values were never formally recognized, except for the concept of equity. In 2005, NAPA announced that equity would be considered the fourth pillar of public administration (Norman-Major, 2006). Wooldridge and Gooden (2009) note that including equity as a core value significantly changed the nature of administrative practice. Rather than focusing exclusively on outcomes (e.g. has the service been delivered in the most cost-effective way?), the idea of equity advocates a social agenda and demands attention to matters of civic engagement and democratic liberties.

THE NEW PUBLIC ADMINISTRATION

Relevance: Focus on contemporary problems and social issues.

Values: Public administration cannot be value-neutral.

Social Equity: Realization of social equity should be a chief goal of public administration.

Change: Built-in operational flexibility and organizational adaptability to address changing social realities.

Client Focus: Positive, proactive, and responsive administrators rather than inaccessible and authoritarian bureaucrats.

Management-Worker Relations: Equal emphasis both on efficiency and humane considerations.

(Minnowbrook I, 1968)

H. George Frederickson emerged as the most prominent voice for a “new public administration” that embraces equity as its foremost goal (Frederickson, 2005). The policy mandates under which public administration operates necessarily reflect specific public values to the exclusion of

others. As Frederickson states, "...the most productive governments, the most efficient governments, and the most economizing governments can still be perpetuating poverty, inequality of opportunity and injustice" (2010, 48). Frederickson argues that public administrators, in the course of implementing policy, are constantly making value-based decisions about where a service should be delivered and how. In addition, because of their expertise in many areas of administration, they also often significantly influence policy formation itself. Therefore, public administration is not value-free and can never claim to be value-neutral. Frederickson's version of the New Public Administration advocates a more bottom-up approach. Public administrators must understand the values underlying policy choices and consider who is ultimately being served by them – and, perhaps, who *should* be served by them. Lipsky (1980) expands on this idea by pointing out that public administrators are the street-level bureaucrats; they have vital knowledge about social conditions on-the-ground and thus have an ethical obligation to advocate for those who do not have a voice in policy-making.

2. Equity Planning and the Cleveland "Experiment"

EQUITY PLANNING

"Equity planning is a framework in which urban planners working within government use their research, analytical, and organizing skills to influence opinion, mobilize under-represented constituencies, and advance and perhaps implement policies and programs that redistribute public and private resources to the poor and working class" (Metzger, 1996, 112).

The first significant effort to use equity as a guiding principle in urban planning occurred in the city of Cleveland in 1969. Norman Krumholz, the city's Planning Director at the time, realized that the fundamental cause of much of the city's problems and planning challenges revolved around more broad-based issues of persistent poverty and racial discrimination. Therefore, to achieve planning goals required that planners acknowledge and address these inequities in all planning strategies. Krumholz's new vision of "equity planning" combined the skills of the planner with political savvy to "work the system" in order to create coherent, livable communities (Krumholz, 1982). By focusing on economic concerns and the alleviation of poverty, Krumholz was able to secure

federal funding for many innovative programs and development initiatives in the city. In addition, Krumholz and his staff successfully used social equity as a unifying framework and were able to maintain consistency in planning goals throughout different administrations, political controversies, and social crises.

Krumholz first introduced the role of the planner as an advocate in addressing social discrimination, inequities and disparities. Since then, the concept of equity planning has quickly spread through the planning profession and has been adopted as a fundamental goal in many major cities in the United States. For example, Krumholz and Clavel (1994) document equity-based planning initiatives in Dayton, Chicago, Jersey City, Portland, Santa Monica, Hartford, Boston and San Diego that address many different planning concerns, such as housing, transportation, economic development, urban renewal, and job training.

3. The Equity Lens

Today, equity planning and equity-based administration are often manifest using the concept of an “equity lens.” Though this term is rarely formally defined, it refers to the use of equity as an umbrella concept that permeates all aspects of organizational planning and operations. The equity lens inserts new kinds of questions into all decision processes. These questions focus on issues of disparities, access to opportunity and social accountability, such as:

1. Who will be affected – positively and negatively – by this new highway (or regulation or closed school)?
2. Do urban development goals and action items address disparities and improve social conditions in addition to more practical concerns?
3. Do hiring practices (or procurement procedures) create equal opportunities (or eliminate roadblocks) for low-income or marginalized populations?

The equity lens forms the basis for many equity initiatives in cities and counties around the country. The Portland Plan’s Equity Initiative (City of Portland, 2012), for example, specifically mandates that equity will be the primary consideration (or the “lens”) in designing future development strategies as well as assessing ongoing city operations.

THE EQUITY LENS Portland Plan Equity Initiative

Equity is the foundation of the Portland Plan, and it will be a central focus of all the strategies in the plan. Equity objectives and actions are built into all of the Portland Plan strategies. The Equity Initiative focuses on objectives that have to do with the way the City does business, including human resources, contracting, access, funding and decision-making (City of Portland, 2012).

[Multnomah County’s Office of Diversity and Equity has published an informative report on the “equity and empowerment lens” that includes definitions, tools, and several concept papers. The county’s report can be downloaded at http://web.multco.us/sites/default/files/diversity-equity/documents/ee_lens_final-102912.pdf].

Regionalism and Collaboration

By the beginning of the 21st century, social equity had at least been accepted as a core value in both public administration and planning, although not always effectively realized on-the-ground (Norman-Major, 2006; Farmbry, 2009). Consequently, scholars and practitioners in both administration and planning have begun to explore and develop strategies to move the theoretical concept of social equity more definitively into actual practice.

One path to realization of equity goals focuses on collaborative processes that recognize regional inter-connections, endorse inter-jurisdictional cooperation and enhance cross-sectoral communication. There has been a growing recognition that policy, administration and planning must work in concert and on a regional level to effectively address “wicked” 21st century challenges, such as climate change, urban-rural divides, global economies, and growing income disparities. To be successful at meeting these challenges, policy-making, administration and planning will need to move beyond pork-barrel politics, strictly circumscribed jurisdictional authorities and planning silos that create barriers to effective collaborative efforts.

THE BENEFITS OF REGIONALISM

The benefits of regionalism and regional approaches to planning and coordination of public services come from the effectiveness and efficiency of pooling resources and from utilizing available capacity within local and regional organizations. A regional focus leverages the existing leadership and governance framework, coordinates social programs, and allows for a long-term strategic focus (NAPC, n.d.).

Manuel Pastor and his colleagues (2009) document how “local” social movements for “regional” equity are reinvigorating local politics and reshaping metropolitan America. The authors’ intent is not to replace the notion of social equity with regionalism, but instead to highlight the importance of regional inter-connectedness in achieving social equity goals. Regional equity is a holistic concept that requires integration of the diverse policy and planning sectors that define the boundaries of a region (e.g. economic development, transportation infrastructure, affordable housing). They define regional equity as the promotion of an economically competitive region that provides all members of society equal opportunities for living and working in any part of the region. The authors claim that regional solutions make sense because the most challenging social problems often have a clear spatial dimension (e.g. gentrification that raises home values and pushes low-income residents outside urban boundaries). Therefore, focusing strategies at a regional scale may be the most effective way to achieve comprehensive, equitable solutions to social problems. At the policy level, the regional scale is the most strategic scale for launching policy initiatives that address cross-border issues and support collaborative partnerships.

Seltzer and Carbonell (2011) call for planning to adopt a “region ethic” that recognizes interdependencies between the urban core, the urban periphery and the rural hinterland (and often requires an understanding of the global context as well). A consistent argument in this edited volume is the need to adopt a clear commitment for advancing sustainability through understanding regional linkages. This requires planners to reach across boundaries (spatial, jurisdictional and sectoral) to assess these relationships, identify common issues, and define functional “planning regions.” More importantly, planners will also need to develop the skills needed to create and maintain the collaborative partnerships needed to successfully implement regional plans.

In *Planning as if People Matter: Governing for Social Equity*, Brenman and Sanchez (2012) argue planners have a more direct link to the public and thus have an ethical obligation to counter-act the divisiveness paralyzing our political system and work consciously and deliberately toward a more just and inclusive society. This is consistent with Frederickson’s ethical argument regarding street-level bureaucrats as well as Krumholz’s call for more

politically engaged planners. Brenman and Sanchez argue that while planners have made great strides in embracing the sustainability movement, social equity and justice issues have not drawn the same attention. The values of justice, fairness and inclusion form the foundation of social equity and are shared by policy-makers, administrators and planners alike. By focusing on responsible and equitable governance as a unifying task, Brenman and Sanchez seek to articulate the critical link needed for these different sectors of government to work more productively together.

Social Equity and Social Justice

Recently, the concept of social equity has been strongly associated with “social justice.” However, as Johnson and Svava (2011) point out in *Justice for All*, both social equity and social justice are normative constructs that encompass broad values, such as fairness and equality, and deeply embedded norms, such as individualism and market-based competition. To realize social equity in both a policy and planning context requires understanding the often complex relationships between these values and norms. The authors argue that the tensions between potentially competing values shape (and often convolute) the current debate about social equity. Affirmative action, for example, has been a divisive issue since its inception. One side of the debate contends that policy initiatives that deliberately “level the playing field” are necessary to achieve true equality for historically underprivileged populations. The counter argument insists that affirmative action, by design, leads to “reverse discrimination” and thus violates democratic ideals that embody personal rights and individual freedom of choice.

In *The Just City*, Fainstein (2011) addresses these complex relationships by developing a theory that connects equity, diversity and democracy. Fainstein begins the book with the intent to “shift the conversation within discussions of planning and public policy toward the character of urban areas, lessen the focus on process that has become dominant within planning theory, and redirect practitioners from their obsession with economic development to a concern with social equity” (2011, 19). She argues that a “just” city can only be achieved when policy-makers, administrators and planners take all three principles into consideration. Constructing an urban development project provides a good example of the potential for synergistic strategies. Democracy can be realized by meaningful engagement with local communities that identifies local issues and generates relevant goals. Diversity is promoted through the design of mixed-use areas. Equity can be achieved by making sure that these areas include low-income housing.

Linking social equity with justice has, in turn, led to policies that seek to achieve social equity by focusing on issues of racial and ethnic diversity and, in particular, addressing problems of institutional or structural racism. Hayward and Swanstrom (2011) describe institutional racism as “thick injustice” as it is the often invisible and intransigent manifestation of unjust power relations within organizations and institutions. They argue that equity can only be achieved when the historical policies and administrative practices that serve to exacerbate power imbalances are acknowledged, made visible and rectified.

A strong focus on race and diversity as a means to achieve social equity is evident in many municipal equity initiatives. The rationale for this approach contends that racial disparities are the most entrenched and often invisible inequities. As Sam Adams, former mayor of the City of

Portland, states, “making progress in this area will have a multiplier effect and will improve other forms of disparities” (Adams, 2013). Adams also points out that it is important to effectively communicate the rationale for this approach to the public to avoid misinterpretation of the plan’s intent. Addressing racial and ethnic discrimination and striving toward increasing diversity are only the first few steps on a very long staircase. It will take some time to reach the top.

CITY OF PORTLAND, OFFICE OF EQUITY & HUMAN RIGHTS
Why the initial focus on race and disability?

People of color and people with disabilities have much worse outcomes in Portland than white people without disabilities, when matched on other factors such as education and income. Maintaining a city where people of color and people with disabilities do not succeed commensurate with their abilities drives away people who would help us all prosper. Even for those who don’t consider this morally wrong, it is economically unsound. Programs and policies designed to eliminate race/ethnicity and disability-based disparities benefit everyone (City of Portland, 2012)

Social Equity Metrics: Visualizing and Measuring Access and Opportunity

As concepts of social equity, social justice and racial diversity have become increasingly embedded in policies that guide administrative and planning practice, questions arise as to issues of evaluation and measurement. How can we tell if policies are working? How do we know when equity goals have been achieved? This has resulted in numerous equity indicator projects and mapping methodologies designed to visualize and measure the state of social equity over space and time. Current discussion and debate among scholars, decision-makers and practitioners address questions of indicator development, appropriate selection and use of indicators, and the challenges of mapping indicators.

1. Social Equity Indicators

Indicators are ‘quantities that reveal qualities’ (Meadows, 1998). Qualities are difficult to measure directly (aside from employing a nominal scale). To monitor progress over time, there is a need to devise a measure from which a quality can be inferred, also known as a proxy measure. Force and Machlis (1997) define social indicators as “an integrated set of social, economic and ecological measures collected over time and primarily derived from available data sources, grounded in theory and useful to management and decision making” (1997, 371). According to Cobb and Rixford (1998), the purpose of a social indicator is “to alert the public and policy makers about the existence and cause of problems so that they might be solved” (1998, 29).

Though the use of social indicators has a long history, current debate centers around four general themes concerning the nature and appropriate use of indicators. Based on a review of current literature on indicators, Merrick (2013a) describes these themes as follows:

Descriptive vs. Prescriptive Indicators: Should indicators be selected to simply describe a phenomenon or should they deliberately assist in formulating possible solutions?

Deductive vs. Inductive Approach: Should the selection of indicators be determined based on a general premise with the purpose of reaching a definitive conclusion (deductive) or by a more bottom-up approach that seeks to compile several indicators for the purpose of making generalizations (inductive)?

Objective vs. Subjective Indicators: Are objective indicators that provide “hard” measures, such as years of education, more appropriate or credible than subjective indicators based on perceptions or opinions, such as feelings of being safe?

Apolitical vs. Political Approach: Should indicators be selected or developed in a way that maintains political neutrality or should they be selected with a particular purpose in mind (neutrality or advocacy)?

[For an excellent account of the historical development of social indicators see: The Columbia Basin Rural Development Institute. May 2013. *Developing the Columbia Basin RDI Social Research Pillar: Social Indicators Literature Review*. Available at <http://cbrdi.ca/wp-content/uploads/Social-Literature-Review.pdf>].

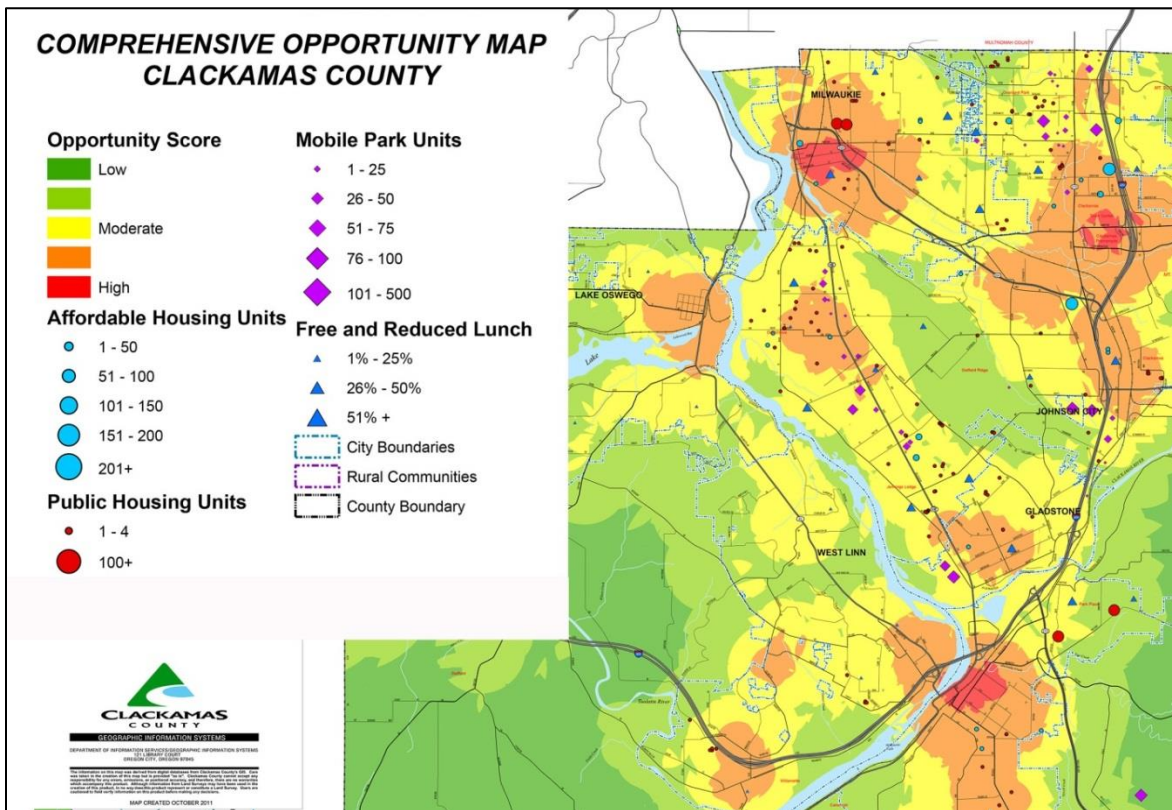
2. Opportunity Mapping

Founded in 2003, the Kirwan Institute for the Study of Race and Ethnicity developed “opportunity mapping” as a research tool to understand and visualize the dynamics of opportunities afforded to residents at the local level. The central premise is that residents of a metropolitan area are situated within an interconnected web of opportunities that shape their quality of life – such as access to jobs, quality schools, a safe environment, health care, and avenues for civic engagement. Opportunity mapping seeks to capture these relationships.

Opportunity mapping consists of selecting numerous relevant variables and creating an Opportunity Index that shows where high and low opportunity exists across a specified region. The Opportunity Index is calculated by normalizing different indicators to give each an equal numerical weight and calculating an average for each subarea within the region (a subarea can be comprised of a “cell” in a rasterized map or an aerial unit such as a census tract). The score represents where the subarea average falls in relationship to the regional mean. A score of greater than zero means that “opportunity” in the subarea is higher than the regional mean. A score of less than zero means it is lower.

It is important to note that the opportunity scores are a relative measure as they compare a subarea only to its associated region. For example, a low opportunity neighborhood in one region could be considered moderate or even high opportunity if compared to another region. Also, just because a subarea has a low opportunity score, does not mean it has no assets. That particular subarea simply ranks lower on the index compared to other places in the region. Consequently, opportunity mapping is most useful in decision-making at localized scales (rather than for comparative purposes across regions).

Clackamas County, Oregon, Opportunity Map. The map below illustrates what an opportunity map typically looks like. The graphic is only a portion of a much larger map, cropped in order to more clearly see the legend. The opportunity score was created from a composite of ten indicators in five categories (education, economics, health care, transportation and community). Opportunity maps often include other data layers (e.g. affordable housing units) deemed useful for interpreting the map or making policy or planning decisions based on the map. The specific indicators used and the scoring methodology can be found by downloading the original map. (Source: Housing Authority of Clackamas County at http://www.clackamas.us/housingauthority/documents/overall_map.pdf)



3. Indicators and Equity Atlases

Rather than map equity indicators as a composite score, as in opportunity mapping, other indicator mapping projects compile and disseminate spatial and tabular data on individual indicators. The first compilation of numerous regional equity indicators into an “equity atlas” was published in hard-copy by the Coalition for a Livable Future (CLF) in 2007. The success of this atlas in visualizing the spatial and temporal characteristics of social equity within the Portland-Vancouver metropolitan region helped to inspire similar efforts in several other regions across the country, including the Greater Portland Pulse (GPP) project.

With the increasing sophistication of online mapping applications, equity atlases are now able to compile numerous indicators and create interactive mapping interfaces that not only offer customizable visualization tools (maps), but also analytical capabilities. The use of regional indicators and equity atlases are becoming popular methods that support data-driven decision-

making and help to gauge a region's level of equity attainment. These types of resources are also commonly used to begin a community dialogue about priorities and to assess whether those priorities are being met.

The use of indicators in equity mapping raises numerous questions and challenges, primarily concerning the appropriate selection and use of indicators to serve as proxies for measuring equity. Contemporary discussions, primarily at the practitioner level, revolve around indicator selection bias and the adequacy of the available data (e.g. relevance and validity). Responsibility for public education (how to use and interpret equity maps) and the cost of data processing and maintenance are also persistent challenges.

Merrick (2013b) explores these issues in a comparison of the development of GPP and CLF's Equity Atlas 2.0. In particular, she notes that the declared purpose of the indicator/atlas project significantly influences the choice of indicators to include. GPP, for example, opted for a politically-neutral stance and limited the number of indicators, which were selected by teams of experts drawn from public and private sectors. Equity was "infused" into the decision process, but, as Merrick notes, the drive for neutrality and consensus on indicator selection may have preferred well-known conventional indicators over controversial, but perhaps more relevant ones, and made "equity" somewhat invisible as specific decision criteria.

The indicators included in CLF's Equity Atlas, also chosen through an extensive community-based engagement process, reflected the organization's mission to make a significant contribution to regional policy discussions, particularly regarding social equity. The strategy was to gather as much regional spatial (or mappable) data as possible and make it available to decision-makers, advocates and the public in order to increase awareness, provide tools to visualize equity, and stimulate more informed discussions. CLF's Equity Atlas includes over one hundred indicators, many collected through a laborious, time-consuming and costly process. Much of the indicators, while providing useful localized data, are datasets collected on a one-time basis or not updated regularly and thus can lose their relevance over time. Both equity indicator projects struggle with these kinds of adequacy, cost and maintenance issues.

The combined experience of GPP and CLF's Equity Atlas 2.0 highlights the many trade-offs that must be understood and balanced in compiling, disseminating and maintaining online indicator projects and equity atlases. The unique issues in "mapping" equity will be discussed in detail in succeeding sections.

APPENDIX A: ANNOTATED BIBLIOGRAPHY

Appendix A is comprised of an annotated bibliography that lists publications addressing social equity in a broad sense. Sources include selections in the following areas: (1) the foundational theory and arguments around why social equity should be a cornerstone of policy and planning; (2) how the concept of social equity has evolved over the past decades; and (3) practical recommendations for integration of social equity in policy, public administration and planning in a contemporary context. Except for citing a few of the foundational publications dealing with social equity, sources are selected from publications within the past 5 years.

CHALLENGES ON THE ROAD TO SOCIAL EQUITY

A key component of this research consisted of semi-structured interviews with several leading regional experts on equity in policy, administration, planning and advocacy work. Questions addressed in all interviews included:

1. What does “equity” mean to you? How would you define it?
2. What do you think equity looks like on-the ground?
3. How have you been involved in equity-based policy, administration or planning? What are your goals?
4. Do you use data to inform your work? If so, what kind of data and how do you use it?
5. What progress do you think has been made in realizing social equity?
6. What challenges still exist? How would you address those challenges?

In addition to answering the questions above, all the experts supplemented the interviews with rich insights and candid assessments of the challenges they face in implementing equity initiatives in their organizations. The subsections that follow provide a detailed account of the three main challenges identified by the experts, why they are important to acknowledge, and suggestions offered on possible ways to address the challenge. A brief description of the three challenges can be found in the box below.

SOCIAL EQUITY CHALLENGES IN BRIEF

Equity Defined: Equity is a normative construct that embodies broad societal values and norms that can be interpreted or prioritized in different ways. Multiple definitions of equity or understandings of what equity means in practice can act as barriers to communication between entities as well as hindering progress toward defining mutually beneficial goals and outcomes.

Equity Silos: The concept of equity spans policy domains and jurisdictional authorities. Our system of governance, however, creates strong sectoral and institutional silos. This restricts an agency or organization’s ability to integrate “outside” issues into their equity initiatives. It also creates difficulty linking the goals and action plans of individual agencies and organizations with a broader regional equity plan.

Equity Indicator & Equity Mapping Trade-Offs: Indicators and equity mapping help to gauge the level of equity attainment. However, indicators are only imperfect representations of reality. Challenges include: (1) balancing the validity, reliability and timeliness of data being used; (2) assessing the utility of indicators mapped at different spatial resolutions; and (3) supplementing indicators with relevant qualitative data.

Equity Defined: Developing a Common Language

*“When we’re talking to jurisdictional partners...and say we’re grounding our work in agreed-upon outcomes, I think we’ll still get potential resistance or disagreement in our approach because some of our jurisdictional partners will say: what **we** meant by equity was **equitable geographic distribution** [of resources]. Equitable outcomes often have a different meaning for different people and that’s where developing that common language is going to be really important.” (Nuin-Tara Key, former Program Manager, Portland Metro Equity Strategy)*

Pastor et al. (2009) suggest the concept of equity “offers a way to support a language of hope and abundance. It points to the possibility for wedding economic prosperity and fairness, and it relies on building relationships to solve our society’s problems face to face, race to race, and place to place” (2009, 16). While the mission statements of agencies and organizations often invoke these grand equity principles, defining equity so that it can be operationalized and implemented in practice is a more complicated matter. How equity is actually defined by agencies and organizations often includes descriptive words that reflect specific missions, programs or policy spheres.

As Johnson and Svava (2011) point out, equity is fundamentally a normative construct that embodies broad societal values and norms that can be interpreted or prioritized in different ways. Multiple definitions of equity or understandings of what equity means in practice can act as barriers to communication between entities as well as hindering progress toward defining mutually beneficial goals and outcomes. Interviews with agency personnel acknowledge this challenge and advocate adopting a common language regarding equity to foster regional dialogue, networking, and problem-solving.

1. How is Equity Defined?

The “wordle” shown on the next page graphically represents the most common words found in the equity initiatives or policy statements from a national sample of 25 city, county and state agencies and 15 advocacy organizations. The size of the word is a comparative representation of the number of times the word appears in the aggregate sample. Though the sample was derived from a simple internet search, it visually captures the numerous descriptives being used and lack of consistency in how equity is being defined.

Even the words used to describe equity are normative concepts and potentially problematic in themselves. What does “justice” mean? How is justice related to “diversity?” What is the relationship between equity and “equality?” Is “fairness” achieved by preferencing one group over another (as in affirmative action)? Does “access” or “opportunity” mean for everyone? There are no easy answers to any of these questions. However, because equity reflects broad societal values, specificity or consensus in meanings will be difficult. The challenge occurs in selecting terms with enough agreement to be able to translate meaning into actual goals.

Equity Wordle: This “wordle” visually represents the most common words found in the equity initiatives or equity policy statements from a national sample of 25 city, county and state agencies and 15 advocacy organizations. The size of the word provides a comparative representation of the number of times the word appears in the aggregate sample (the larger the size the more often the word appears).



The following list contains sample definitions of equity drawn from the foundational literature and equity statements from organizations and agencies in the Portland metropolitan region. They are provided as examples of the language being adopted as well as challenges in constructing a workable definition. Some definitions are short and to the point. Others are more expansive and provide further clarification of what the terms mean or additional context to inform equity action goals. A few frame the definition of equity within a particular sector (e.g. planning or policy). Many resort to using a derivative of the word “equity” to actually describe the concept (e.g. equitable or equitably).

Sample Equity Definitions:

Krumholz & Forester – “Making Equity Planning Work” (1990)

We use 'equity planning' here as a shorthand to refer to planning efforts that pay particular attention to the needs of poor and vulnerable populations, populations also likely to suffer the burdens of racial and sexual discrimination, both institutional and personal (p. 211).

American Planning Association “Agenda for America’s Communities Program” (1994)

Community equity is the expansion of opportunities for betterment that are available to those communities most in need of them, creating more choices for those who have few” (p. vii).

National Academy of Public Administration (n.d.)

(www.napawash.org/fellows/standing-panels/standing-panel-on-social-equity-in-governance/)

The fair, just and equitable management of all institutions serving the public directly or by contract; the fair, just and equitable distribution of public services and implementation of public policy; and the commitment to promote fairness, justice, and equity in the formation of public policy.

Portland Metro “Equity Strategy” (2010)

(www.oregonmetro.gov/equity)

The benefits and burdens of growth and change are distributed equitably (definition based on Title VI of the Civil Rights Act of 1964).

The Portland Plan (2012)

(<http://www.portlandonline.com/portlandplan>)

Equity is when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. We have a shared fate as individuals within a community and communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefits us all. (p. 18)

Greater Portland Pulse Indicator Project, GPVI Equity Panel Proceedings (2011)

(http://www.portlandpulse.org/sites/default/files/reports/EquityPanelProceedings_v3-30-11_final.pdf)

Equity means that all individuals, regardless of “markers of difference” including but not limited to race, ethnicity, income, disability, and age, have equal privilege and opportunity to access the basic needs, services, skills and assets required to succeed in life. This includes affordable access to healthy food, adequate and appropriate housing, quality jobs, safe neighborhoods, transportation and mobility options, education, civic engagement, health services, natural areas, and opportunities to participate in arts and cultural activities.

Coalition for a Livable Future (2011)

(www.cfuture.org)

We all have a shared fate and a shared responsibility —as individuals within a community and communities within society. Our region’s future depends on the success of all of its populations, but disparities in the distribution of resources and opportunities create imbalances that disadvantage some communities and advantage others. To create a prosperous region, we must ensure that everyone in our region benefits from the opportunities the region provides so that we are all able to thrive.

Building an equitable region will benefit us all by creating a stronger, healthier, and more sustainable community. Equity is not just a moral imperative – it is an economic one. As our region becomes more racially, ethnically, and age-diverse, our shared prosperity depends on our ability to create conditions that will allow everyone to flourish. Just as the sustainability of our economy depends on a regional strategy, our efforts to increase equity must also be regional in scope.

In an equitable region all people have access to the resources necessary for meeting their basic needs and advancing their health and well-being; all people have the power to shape the future of their communities through public decision-making processes that are transparent, inclusive,

and engage the community as full partners; all communities experience the benefits and share the costs of growth and change, and all people are able and have the opportunity to achieve their full potential and realize their vision for success.

Inequities are not random; they are the results of past and current decisions, and they can be changed. Creating an equitable region requires the intentional examination of policies and practices (both past and present) that, even if they have the appearance of fairness, may, in effect, serve as barriers that perpetuate disparities. Working toward equity requires the prioritization of policies, infrastructure, and investments to ensure that all people and communities can thrive -- regardless of race, ethnicity, income, age, gender, language, sexual orientation, ability, health status and other markers of identity.

Though different in terminology and scope, an underlying commonality in these definitions acknowledges the social and economic disparities experienced by underprivileged members of society. Achieving equity is often explicitly connected to rectification of these disparities, a position reflecting the strong linkage between social equity and social justice. To achieve equity, then, requires attaining a state in which all members of society have sufficient access to resources and opportunities for personal enrichment.

As many of the experts note, however, equity is not the same as equality. The goal is not to attain a redistributive state in which everyone makes the same amount of money or has the same size house. Equity may be best envisioned, at least at this stage, as the removal of barriers within the existing system. This notion acknowledges the fact that, given resource constraints, everyone cannot have everything. Yet, it still preserves a fundamental desire to equalize opportunity while ensuring the exercise of individual freedom of choice.

2. Developing a Common Equity Language: Values, Goals, Objectives & Outcomes

Achieving total consensus on what value-laden terms such as equity or justice or fairness actually mean is probably an impossible task (consider the enduring debate on the meaning of liberty and freedom). So, how do we make equity a useful concept for supporting regionally-based policy development, administrative practice, and future planning? Experts suggest that to develop a common language and enable dialogue between multiple entities, a clear distinction needs to be made between values, goals, objectives and outcomes. By doing so, the conversation can move more seamlessly from the broad-based language of policy to the more specific language of objectives and outcomes.

Policy is an instrument that communicates social *values*. At the policy level, framing equity by way of ambiguous and somewhat contentious terms, such as justice or freedom, should be avoided. It is difficult to identify, much less coordinate, action strategies if there is no agreement as to the meaning or intent of the policy itself. Yet, to construct an equity policy, particularly at the regional level, the language should still reflect broad societal values that span policy spheres and jurisdictional authorities. Terms such as access, opportunity and well-being serve this purpose well and are being increasingly used to define equity within policy statements. These terms allude to broader values (such as social justice) but in a more neutral manner and are also “active” in that they suggest system states that can be tangibly achieved (while still leaving open the question of how to go about it).

Regional equity *goals* flow from the policy mandate and should also avoid referencing particular policy spheres. Goals describe the purpose toward which an endeavor is directed. To support regional collaboration, goals should reflect interconnectedness and interdependencies so that agencies and organizations are empowered to work collectively. All agencies should be able to accept these goals (unless there is a constitutional mandate that dictates otherwise).³ Increasing civic engagement in decision processes and creating structures that support collaborative governance mechanisms are examples of such goals.

When developing a language of equity, agency or organizational missions are incorporated at the level of equity *objectives* and *outcomes*. Objectives are actions intended to attain a specific target; outcomes are the measures that determine whether that target has been met. While agencies and organizations certainly create internal policies and goals that guide and clarify specific missions, the language used to define *equity objectives* and determine relevant *equity outcome measures* should reflect the broader regional equity policy and goals. In a health agency, for example, an objective might be to cite maternity clinics in underserved neighborhoods to increase *access* to prenatal care. An outcome might entail measuring the rate of premature births over time that indicates reduction in health *disparities* for different populations.

The tendency for government agencies, in particular, to develop policies and conduct their operations independently of other agencies will be a significant barrier to overcome in developing a common equity language. Breaking down the barriers that these “silos” create is the subject of the next section.

Equity Silos: Breaking Down the Barriers

“We are so siloed that we’re duplicating work everywhere; our [Office of Diversity & Equity] main function is stopping that and working together on the same initiatives and making sure that we’re communicating with each other.”
(Shawn Postera, Multnomah County, Office of Diversity & Equity)

Jurisdictional boundaries, localized constituencies, and highly specialized functions within agencies and organizations create challenges in adopting a regional equity policy that acknowledges interconnectedness and effectively addresses interdependencies. Challenges occur on both an *institutional* and *sectoral* level. In each case, equity is defined and goals are adopted unique to the interests of the particular sector, organization or agency. In many cases, departments within agencies independently initiate equity initiatives, resulting in inefficient and unproductive duplication of effort. Consistent with an emerging focus on regionalism in the literature, communication and strategizing within and between agencies and organizations is needed to create a regional equity plan that coordinates the missions and leverages the resources of numerous entities, both public and private.

³ Restrictions based on constitutional mandates will most likely affect Federal-State relationships – a complex topic beyond the scope of this report. The strategies described here refer to regional relationships, most often between counties and cities.

1. Institutional Equity Silos

Institutional silos refer to jurisdictional, mission, or constituency constraints that limit the extent to which an agency or organization can implement regionally-based equity action strategies. For example, in Multnomah County, increasing racial and ethnic diversity within the organization is a critical component of the County's equity objectives. However, diversity is measured only within the confines of the County's workforce. Thus, the diversity objective is achieved when the workforce reflects the racial and ethnic composition of its jurisdictional area, not to the region as a whole. While this objective certainly makes sense from an internal perspective, it does not help to foster a "region ethic" or establish "functional regional planning areas" as advocated by Seltzer and Carbonell (2011). As an added complication, the County's authorities do not extend to formally addressing external dependencies that may impact its ability to achieve this objective. For example, the County's authorities do not extend to educational policy. Nonetheless, achieving a diverse workforce requires ensuring access to quality education for disadvantaged groups commensurate with the level of professional skills required by the agency. Any actions that the County takes to improve the skill-level of the potential employee pool usually must be undertaken independently. Toward this end, the County has instituted an internship program for disadvantaged youth to foster leadership and skill-development.

2. Sectoral Equity Silos

Sectoral silos refer to the tendency to define equity using a particular issue "lens." Common sectors include health, education, transportation, housing, the environment, food security, economic development and poverty alleviation, and race, ethnicity and gender diversity. For example, a school district may define equity specifically as a state in which all children will have the same learning opportunities. A housing agency may define equity as the right of everyone to quality and affordable living spaces. In the health sector, equity is referred to in terms of removing health disparities. These definitions are often titled "equity initiatives" and serve an important function in determining what internal actions are necessary and to what end.

The societal values that make up the concept of equity – access, opportunity and well-being – are usually embedded in these initiatives. These values, however, are directly linked to specific issues (e.g. health disparities) and desired outcomes (e.g. student success) in isolation from a broader regional equity discussion or development of a regional equity plan. This creates the same types of barriers to communication and collaboration as discussed in the previous section on developing a common equity language. Defining the broad concept of equity using direct reference to sectoral interests does not encourage development of regional equity goals or facilitate action strategies that encourage integration with other sectors or interests.

As experts in the field note, the silo phenomenon will not simply go away. Agencies and organizations will always be limited by their delegated authorities and specific missions. What is needed is a way to create bridges between agencies and organizations and engender the policy support to do so.

3. Moving Beyond Equity Silos

Political Will and Leadership

“Here in Portland, we’ve never even talked to each other. There might be some things we’re working on that might complement each other...we’re building that, but it takes lots of time and effort...We need someone to step up and be a leader to pull it together...I think that’s the biggest barrier to a regional vision. We just don’t have someone willing to take on that kind of leadership role quite yet.” (Daryl Dixon, Multnomah County, Office of Diversity & Equity)

Regional collaboration takes a tremendous amount of time, persistent effort, and a commitment to invest resources in the endeavor. Daryl Dixon, former Chief Diversity and Equity Officer in Multnomah County’s Office of Diversity and Equity, sums up the challenges [and paraphrased here]: An administrator’s function is to “get the job done.” But, what that job entails is defined by the Commission [or other elected governing body]. It will take political will and leadership to develop a regional vision of equity and policies that support a regional equity action strategy. Then we can all work better together, using the same “playbook,” to pool our resources, coordinate our activities and realize regional equity goals (Dixon, 2013).

Given limited resources and an unstable political environment, how to create the political will, leadership and policy necessary to adopt a regional equity vision is still a matter of debate. It may simply require patient and persistent prodding from those street-level bureaucrats and social advocate planners. Experts agree, though, that establishment of regional equity policy is a critical step to sufficiently empower agencies to work collaboratively.

[The Urban League of Portland, in partnership with the Office of Neighborhood Involvement, developed a Racial Equity Strategy Guide as a step towards building capacity within the City of Portland toward achieving equity. The guide provides helpful advice on how to develop the leadership and support needed to implement the strategy. The report can be downloaded at <http://ulpdx.org/wp-content/uploads/2012/02/RACIAL-EQUITY-STRATEGY-GUIDE-FINAL.pdf>.]

Equity Tools that Bridge Sectors and Departments

“Individual acceptance of the “dignity and respect” motto – this is the foundation of equity...It goes beyond substantive and institutional silos as the same [dignity & respect] pledge and actions can occur no matter what the agency, department or organization is engaged in or what authorities they have.” (Shawn Postera, Multnomah County, Office of Diversity & Equity)

To bridge sectors and departments requires adopting the use of equity tools that can be applied globally. For example, the City of Seattle requires all departments to employ a “Racial Equity Toolkit” in policy, program and budgetary decisions and assessment. The goal is to employ best practices in equity-based decision-making at all levels of city government. The toolkit provides numerous worksheets and instructions that assist departments in applying a racial equity lens to all operations in a consistent and coordinated manner (City of Seattle, 2010).



Multnomah County has adopted a different kind of tool that works at applying an equity lens at the individual level through membership in the national Dignity and Respect Campaign. This campaign seeks to “unify under a shared belief that everyone deserves dignity and respect by encouraging behavioral change in individuals, communities, schools, and organizations” (Dignity & Respect Campaign, 2008). As Shawn Postera, Program Coordinator in the County’s Office of

Diversity & Equity, argues, the foundation of equity starts at the individual level. “If people don’t feel like they are respected or treated with dignity, then equity doesn’t matter...this is the bare minimum of our equity policy” (Postera, 2013). The Dignity & Respect Campaign starts with a simple pledge that individuals agree to abide by in their daily lives. The County supplements the campaign through the establishment of internal Employee Resource Groups that are empowered to act as “agents of change.”

Equity Outcome Measures that Acknowledge Interdependencies

The specific missions of agencies and organizations will dictate many of the outcome measures used to assess the efficacy of organizational operations and programs. However, equity outcomes should also be measured by combining relevant related indicators. Research shows that a complex web of social, economic and environmental conditions contribute to the overall well-being necessary to achieve social equity. It is important to acknowledge these interdependencies and develop “indices” that effectively measure progress toward equity goals.

For example, the Social Determinants of Health and Well-Being, first introduced by the World Health Organization (WHO), recognize the inter-relationships between numerous indicators and health outcomes. The Social Determinants of Health identify the economic and social conditions that influence individual and group differences in health status. The index is composed of risk factors found in living and working conditions (such as the distribution of income, influence, and power – rather than individual factors (such as behavioral risk factors or genetics that influence vulnerability to disease or injury) (UN Commission on the Social Determinants of Health, 2003).

The Center for Disease Control (CDC) has compiled an excellent slideshow that explains the interaction between numerous individual and societal variables and equity. The visualizations go beyond simply identifying risk factors. Overall well-being and equity also require capturing the effects of less tangible variables such as structural racism and feelings of personal empowerment. (available at <http://minorityhealth.hhs.gov/Assets/pdf/Checked/1/CamaraJones.pdf>).

Use of indices, such as the Social Determinants of Health, is quickly gaining acceptance. The internet has made the data easily accessible and also affords an opportunity to develop new types of indices that explore other aspects of social equity. Research is currently being aggressively undertaken to determine these relationships. This research will help to stimulate and justify more broad-based equity policies able to bridge different sectors.

APPENDIX B: ASSOCIATIONS, INSTITUTIONS AND ORGANIZATIONS

Appendix B provides a list of associations, institutions, and organizations involved in equity policy development and equity research at a national level.

APPENDIX C: EQUITY POLICY AND PLANNING TOOLKITS

Appendix C provides links to websites of reputable organizations that have compiled useful tools for equity policy development, implementation of equity strategies, and assessment.

APPENDIX D: REGIONAL AND LOCAL EQUITY INITIATIVES

Appendix D provides links and annotation for the various regional, county, city and local equity initiatives and strategies in the Portland, Oregon, metropolitan area.

Visualizing and Measuring Equity “On the Ground”: Data, Indicators & Equity Mapping

“Data is everything! We can’t figure out where we’re going or how to get there unless we know where we’ve been.” (Sam Adams, Executive Director, City Club of Portland, former mayor City of Portland)

Ensuring accountability and justifying budgetary allocations for equity-based programs requires some way to measure progress towards equity goals. How will we know if we are moving forward or when we have succeeded? Equity experts admit heavy reliance on data and indicators to assess their initiatives and programs. The use of indicators, benchmarks and opportunity/equity mapping are becoming popular methods of gauging the level of equity attainment, both within organizations and at a regional and state level. However, equity is a complicated concept made up of many interwoven variables; indicators are only imperfect representations of this reality.

Data are the means to measure an indicator (e.g. an indicator may be educational attainment; the data may be high school graduation rates). Assessing the reliability of the data, determining the appropriate use of data as an indicator, and balancing the trade-offs are the subject of this section.

1. Data Validity, Reliability and Timeliness

Validity refers to the level of confidence that the indicator actually measures what is intended. Is the data accurate (statistically and substantively)? Is the data an appropriate proxy for what you are trying to measure (do “years teaching” actually measure “quality of instruction”)? If the data are being used to measure an outcome, what critical information might it fail to capture?

Reliability, in this context, refers to consistency in how the data is collected. If survey data is being used as an indicator, are the same questions being asked in subsequent surveys? For example, in 2008 the U.S. Census changed the questions asked to determine disability status. Thus, disability data collected prior to 2008 is not comparable to disability data collected after this date. Data on disabilities collected prior to and beyond 2008 are still “valid” in that they

provide statistics on the numbers and types of disabilities. However, a change-over-time analysis that spans this time period would not be considered reliable.

Timeliness refers to how often the data is updated. Is the data current enough to reflect on-the-ground conditions? The U.S. census collects massive amounts of data in a way that is both valid and (most often) reliable. However, the census collects and compiles its most comprehensive (100% sample) datasets only every decade.⁴ The Great Recession hit in 2008, eight years after the previous census. This recession significantly impacted all sectors of society and likely precipitated many demographic shifts, such as migration of certain sectors of the population out of economically depressed areas. Fine resolution data from the 2000 census would not reflect the conditions at the time of the recession and would not be sufficient to assess localized spatial impacts or make important policy decisions at local levels. Updated data did not become available until the 2010 census was released.

An additional factor affecting timeliness is the time and expense needed to collect, process and disseminate data. Unless there is a particular mandate and sufficient funds to collect data consistently (e.g. U.S. Census or Department of Labor – although agency budgets for data collection are shrinking rapidly), datasets are often compiled on a one-time-only basis or updated “as needed.” Data that is localized or reflects a special interest is also often collected on a one-time-only basis. Funds rarely exist to maintain or update these kinds of specialized datasets, although the information they provide is highly valued as a way to assess local conditions or access unconventional measures of equity. Examples of these kinds of datasets include surveys on resident perceptions of safety, venues for experiencing arts and culture, and the location and conditions of sidewalks and pedestrian safety features.

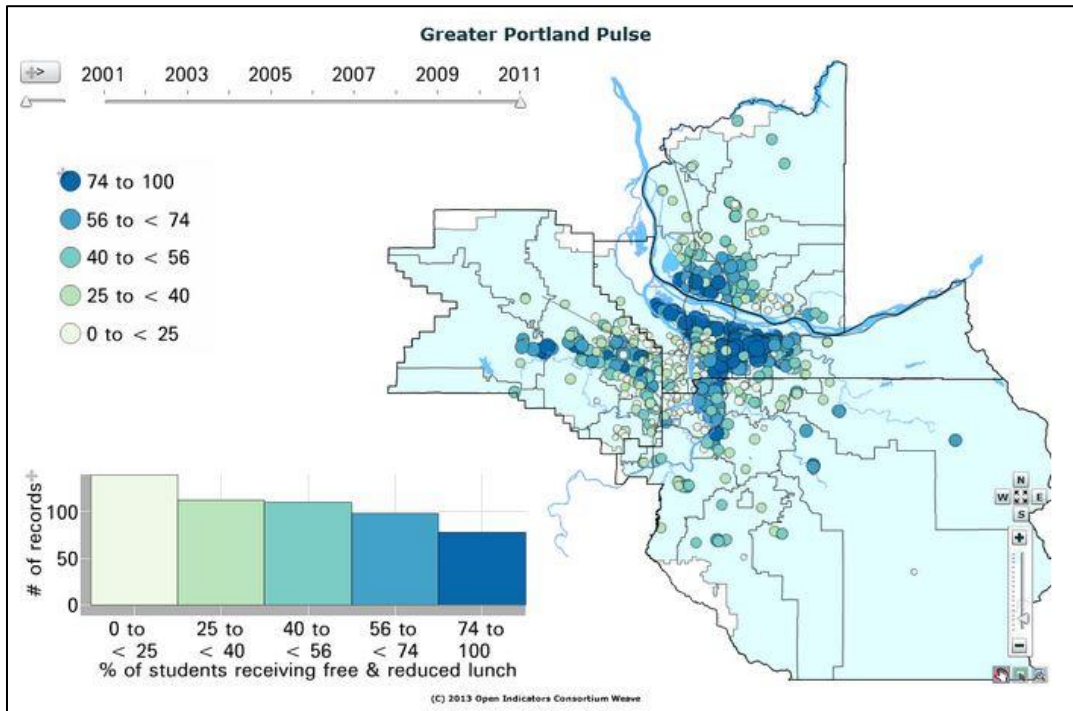
Understanding the data’s validity, reliability and timeliness is important in assessing its appropriate use as an indicator. To illustrate these challenges, the following map displays the number of children receiving free or reduced price lunch within each school in the Portland-Vancouver metropolitan region. This indicator is often used as a proxy for measuring child poverty. The data is reliable and timely (it is collected every year in the same manner). It is also valid, on one level, as the measure reflects what is intended. However, this particular indicator is missing key information and thus tells only part of the story. It does not capture poverty levels for young children not yet in school (a particularly vulnerable population) or children not attending school. It also has limitations in generalizing to the population as a whole as it does not reflect poverty among adults or, in particular, seniors. On a spatial level, the poverty rate is reported by school so it does not reflect where the children actually live.

This indicator has limitations, but that does not make it unusable. Determining rates of poverty, particularly segmented by various demographic populations, is difficult to obtain through other

⁴ The decennial census is compiled every 10 years with many datasets (race/ethnicity, age, household composition) representing a 100% sample that can be analyzed and mapped at a fine resolution (census block or neighborhood level). The American Community Survey (part of the U.S. Census) collects and distributes data on an annual basis, but uses sampling strategies that often require analysis and mapping at resolutions no finer than the county, PUMA or, in some circumstances, the census tract level in order to ensure that the statistical margin of error does not exceed acceptable limits.

sources. Given the challenge of securing data on poverty from other sources, the limitations of this particular dataset likely represent an acceptable trade-off.

Percent Students Receiving Free and Reduced Price Lunch. The map displays the percent of students within each school in the Portland-Vancouver metropolitan region that are receiving or eligible for the federal free and reduced price lunch program. (Source: Greater Portland Pulse, Child Poverty, Percent Students Receiving Free & Reduced Lunch at http://www.portlandpulse.org/child_poverty)



2. Geographic Scale: Local vs. Regional

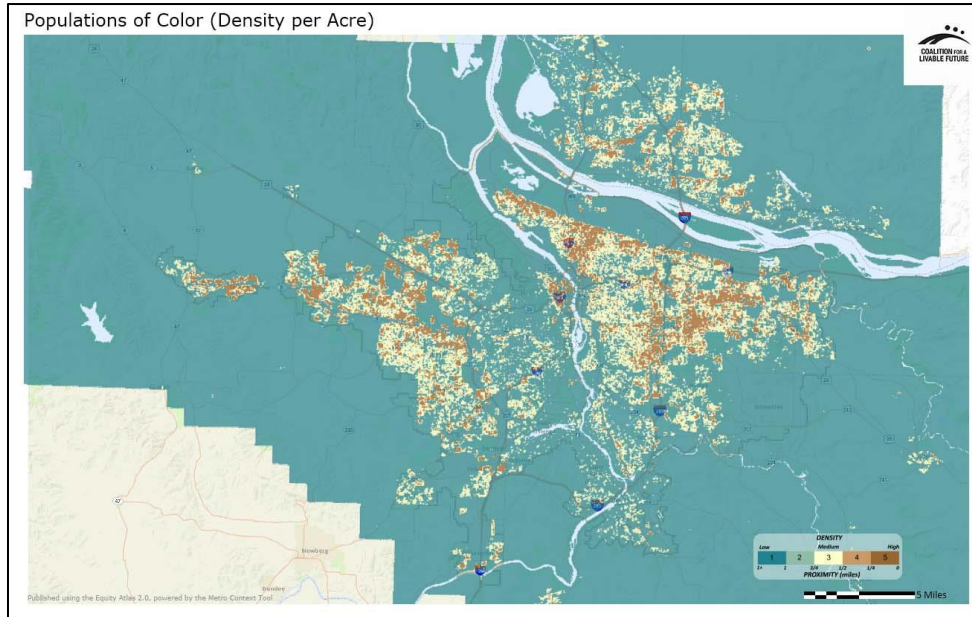
The data that make up indicators, more often than not, are collected or aggregated at scales much larger than a neighborhood or even a municipality. The reasons for disseminating data at large geographic scales include ensuring statistical validity (aggregating to a geographic unit commensurate with the sampling strategy) and maintenance of anonymity for individual respondents (an important consideration in aggregated census data). However, data aggregated in large geographic units, such as a county, do not capture local variation. This makes it difficult to target policies or programs to the needs of specific localities or document impacts at a local level. When choosing indicators, it is important to assess their efficacy given their spatial constraints.

The spatial resolution of mapped data limits the utility of certain indicators. The following two maps, Density of Populations of Color and Percent Households with Low English Proficiency, visually demonstrate these spatial differences.

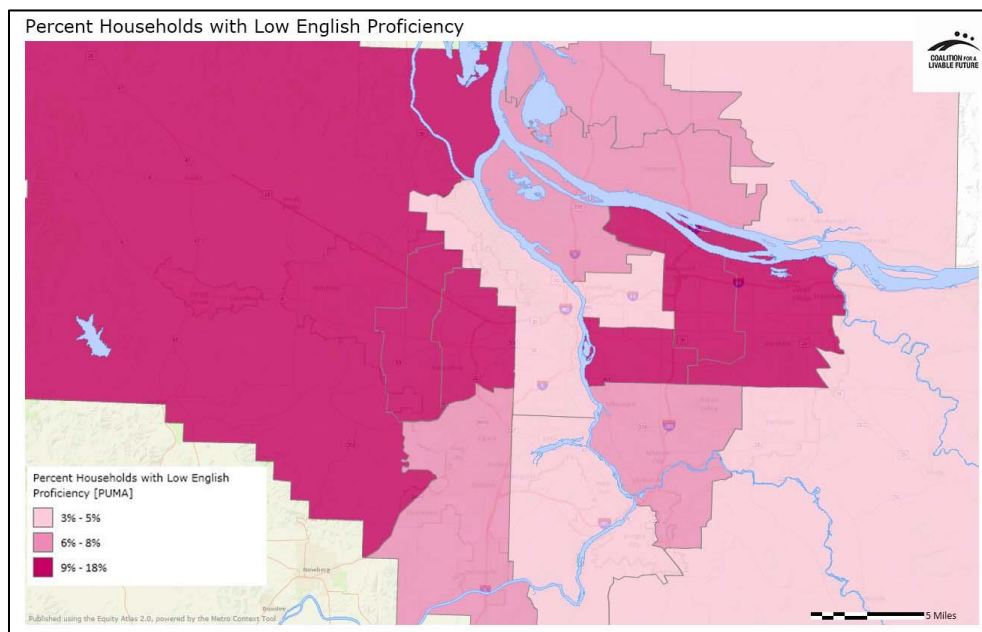
What Does Equity Look Like?

A Synthesis of Equity Policy, Administration and Planning in the Portland, OR, Metropolitan Region

Density of Populations of Color. This map is created from data gathered at a very fine resolution from a 100% sample of the population. This resolution provides accurate and spatially explicit data that can be useful for targeting local programs for potentially underserved populations. (Source: Coalition for a Livable Future Equity Atlas 2.0 at <http://clfuture.org/atlas-maps/populations-color-density-acre>).



Percent Households with Low English Proficiency: This map is based on data collected by the American Community Survey and represents a statistical sampling of the population. It is appropriate to aggregate and map this data only at the relatively coarse PUMA level (a census statistical unit). While the data shows a general regional pattern, it cannot be used to make localized policy or programmatic decisions. (Source: Coalition for a Livable Future Equity Atlas 2.0 at <http://clfuture.org/atlas-maps/percent-households-low-english-proficiency>).



The Density of Populations of Color map represents data from a 100% sample of the population that allows the data to be mapped at a fine resolution. The map shows where higher densities of people of color reside in relationship to the region as a whole. Data at this resolution is valuable as it supports strategic decision-making that targets policies and programs where they are needed most. It can also show the fine details of demographic change over time. However, since this data is compiled from the 2010 decennial census, it will not be updated until the 2020 census and may become outdated quickly if social or economic conditions remain unstable or unpredictable.

If the goal is to site English language programs in areas with a high immigrant population, the map that displays data on the percent of households with low English proficiency will not be of much use. The resolution is simply too coarse. Nonetheless, the map does display the general spatial distribution of this population. It has utility at the county or state level, perhaps for distribution of state funds to counties to support these or other types of programs. As an added consideration, American Community Survey data on immigrant populations is the only readily available source of data for this indicator. The lack of alternative sources of data is an important consideration when determining whether this indicator is useful or not.

As is the case in assessing the validity, reliability and timeliness of data, consideration of spatial resolution also entails trade-offs. Whether a particular dataset is appropriate or useful depends on the intended use of the indicator. What is the purpose of the indicator – does the data support that purpose? What are the salient questions the indicator is intended to answer – does the data accurately address these questions? Who is the intended user of this indicator – will the data be clear to the user or misleading? In this way, the characteristics of the data can be ranked according to how well it addresses these questions. In the end, however, the lack of alternative sources may necessitate selecting data that are less than ideal.

3. The Qualitative Nature of Equity: The Stories Behind the Indicators

“Groundtruthing...this is where the dialogue comes in. There is a dissonance between evaluation of the indicators and what the community is actually experiencing...the data needs to be supplemented with qualitative information from the community itself.” (Nuin-Tara Key, former Program Manager, Portland Metro Equity Strategy).

As Meadows (1998) reminds us (and it is useful to repeat here), indicators are ‘quantities that reveal qualities.’ The indicators represent abstract portrayals of on-the-ground realities that people experience on a daily basis. Experts recognize that decisions should not be made based on data, indicators or maps alone. To truly understand what the indicators reveal, they need to be supplemented with the rich stories and perceptions of real people.

The Coalition for a Livable Future, as a supplement to the Equity Atlas 2.0, has launched an Equity Stories Project to capture these stories. Through the use of photography, video, interviews, and personal narratives, individuals and communities are able to communicate their experiences to a wider audience and add meaning to the patterns shown on the Equity Atlas maps. The premise is that “behind every map are real people who are living with disparities every day.” But, stories also remind us of the “richness, diversity, and resilience of the

communities across our region.” CLF’s Equity Stories Project can be accessed at <https://clfequitystories.squarespace.com/>.

King County, in Washington State, has also launched an equity stories project. Called Mapping Our Voices for Equity (MOVE), it seeks to empower communities in the region by leveraging digital stories that can inform policy-makers and enact meaningful system change. Its vision is for “communities disproportionately impacted by policy decisions to have the capacity to produce, disseminate, and utilize culturally and linguistically relevant digital stories to increase equity.” The project includes an interactive mapping application in which individuals can link photos, videos or commentary to specific places. Using these kinds of tools, MOVE hopes to foster local partnerships and support collective action. MOVE can be accessed at <http://www.mappingvoices.org/>.

4. Developing Best Practices for Data, Indicators & Equity Mapping

“The policymaking function of indicators is always indirect and roundabout...to change behavior, information needs to affect motives or perceptions of how the world works. Indicators, which are one form of information, can only be a piece in a larger puzzle.” (Cobb & Rixford, 1998, 25)

Best Practices in Equity Indicators and Equity Mapping

Equity indicators and visualization of data through maps are valuable tools that assist in decision-making. However, as Cobb and Rixford (1998) note, how indicators and data influence policy formation or administrative practice is not always clear-cut. Both GPP and CLF’s Equity Atlas 2.0 indicator projects are now accessible to decision-makers, practitioners and the public. To improve data delivery and prioritize maintenance tasks, there is a need to gather information on the practical use of these indicators and determine mutually agreeable best practices to guide future decisions such as:

1. Establish an online public forum for a conversation about what works and what does not in indicator projects and equity mapping applications. In this way, information can be shared on how effective or useful equity indicators and equity maps have been in informing policy or effecting change. The goal is to make improvements in indicator selection and data delivery as well as prioritize maintenance and updating of key indicators.
2. Brainstorm how to effectively use emerging technologies (e.g. crowdsourcing) to collect primary equity-related data at a local level not available through other public sources in order to improve the availability and relevance of indicators for decision-making at a local level.
3. Prioritize the visualization and dissemination of qualitative data that illuminates the connections between indicators and the “story” that informs the data.

Educational and Outreach Materials

Data and maps are powerful tools to advocate for a specific cause and influence policy. For example, the environmental justice movement has used data and maps to make a strong case for environmental “racism” and have successfully brought social and environmental issues to the attention of policy-makers. The corollary to this fact is that data can also be misused, intentionally or unintentionally.

To counter-act potential misunderstanding or misuse of data, indicator projects and equity mapping need to be coupled with proactive strategies to educate decision-makers, administrators, planners, and community advocates on how interpret and appropriately apply the data in decision processes and advocacy work. This can take the form of user-guides, technical trainings, dissemination of white papers that add analysis to the data and maps, and presentations.

APPENDIX E: EQUITY METRICS, INDICATORS AND MAPPING

Appendix E lists examples of indicator projects and equity/opportunity mapping at both a regional and national level.

STRATEGIES FOR MEETING SOCIAL EQUITY CHALLENGES IN BRIEF

Developing a Common Equity Language: Focus on developing consensus on a regional equity policy that encompasses broad social values. Choose equity goals that reflect these values, identify specific action items, and can be implemented by all agencies. Equity-based tasks undertaken by agency or organizational missions are incorporated at the level of defining equity objectives and outcomes specific to the organization’s mission.

Breaking Down Barriers Caused by Institutional and Sectoral Silos: Foster the political will and leadership needed to develop regional equity policy. Adopt equity-based tools that bridge sectors and departments. Develop equity outcome measures and indices that acknowledge interdependencies.

Develop Best Practices for Evaluating Data & Indicators: Engage in a public conversation about what works and what doesn’t in indicator projects and mapping applications so that improvements can be made to data selection and delivery. Couple indicator projects and equity mapping with strategies to educate decision-makers, administrators, planners, and community advocates on how to appropriately interpret and use the data.

BUILDING BRIDGES: NEXT STEPS

“I think that the thing that’s missing from what is currently going on here in Portland is any kind of consensus about what the need is, what the alternatives are, and when we all agree, that is the North Star that we all want to shoot for.”
(Nancy Stevens, Health Equity Advocate)

The preceding sections discussed numerous challenges on the road to social equity (as well as specific strategies to address those challenges). Perhaps the most important strategy, however, is to take positive and proactive steps to build bridges that will empower and engage all stakeholders, public and private, in breaking down the barriers toward social equity. These bridges can be built either from the top-down – as in creating a regional governing structure focused on equity – or from the bottom-up – as in increasing citizen engagement in determining needs and establishing goals.

Building Bridges from the Top-Down

King County/Seattle first established a “regional governing for racial equity network” as part of their regional race and social justice initiative. Its purpose was to bring jurisdictions together and build alliances to address institutional and structural racism. The idea of a regional governing network has since expanded well beyond the Seattle area. In a quest for true regional collaboration, in addition to King County and the City of Seattle, the Planning Committee now includes Multnomah County, the City of Portland and the City of San Francisco.

Regional Governing for Racial Equity Network. The purpose of the network is to strengthen alliances, increase capacity and improve policy thereby increasing the ability to eliminate racial inequity and other disparities throughout the region. Objectives and strategies for the network include:

1. Create meaningful mechanisms for elected officials to participate and provide opportunities to take on leadership roles.
2. Create and maintain a shared vision, language, models and strategies.
3. Identify a policy agenda that integrates state, regional and national interests.
4. Develop shared equity measurements.
5. Strengthen organizational capacity by supporting practitioners in their transformational change efforts, sharing training resources and best practices for equity action plans.
6. Meet regularly to address barriers to collaboration and build relationships.
7. Address cross-jurisdictional issues and substantive interdependencies to identify mutually beneficial intra-agency and public-private partnerships.

[Multnomah County is coordinating the Regional Equity Network. The next conference is scheduled for March 25-26, 2014. Contact the Office Diversity and Equity for more information or visit the website at http://grenetwork.org/wp/?page_id=51.]

Building Bridges from the Bottom-Up

Meg Merrick, coordinator of the GPP Indicator Project, once remarked, “equity is all about people.” Practitioners, eager to apply their skills toward solving problems, often forget that a world of people is “fluid and conflictual, deeply political and always surprising” (Forester, 1989, 26). Administrators and planners need to recognize this fluidity and develop professional norms that are reflective rather than prescriptive.

Desiree Williams-Rajee, Equity Specialist in the City of Portland’s Bureau of Planning and Sustainability, provides an important reminder that equity is as much about ***process*** as it is about ***outcomes***. Equity from a process perspective entails understanding, and continually improving, “how” we are moving toward desired outcomes. She offers the following suggestions:

1. Develop ways to evaluate the process of achieving equity, not just the outcomes.
2. Focus on the power dynamics within and between agencies, organizations and the public in order to remove attitudinal and structural barriers to effective communication and collaboration.
3. Build in citizen participation, capacity building, and communication strategies into all processes.
4. The process of achieving equity is always iterative. Create mechanisms that ensure communication flows in both directions (public to agency and agency to public).
5. Agency staff members must be part of the process in meaningful ways. Given institutional constraints, building bridges requires understanding the context in which decisions are made and thinking creatively and “outside the box” in devising ways to effectively address equity issues.
6. Staff should be enabled to act as “agents of change,” shifting the organizational culture toward a focus on process rather than exclusively on outcomes.
7. Do not rely exclusively on “grasstops” participation; understand when “grassroots” participation is needed [grasstop refers to establishing a committee of experts, such as an advisory board, to inform policy and practice; grassroots refers to reaching out to and communicating with those most affected by the “root” of the problem].

REFERENCES

American Planning Association (APA). (1994). *Planning and Community Equity* (Wash. DC: APA Press).

Brenman, M. and T.W. Sanchez. (2012). *Planning as if People Matter: Governing for Social Equity* (Wash. DC: Island Press).

Cobb, C., & Rixford, C. (1998). *Lessons learned from the History of Social Indicators*. San Francisco: Redefining Progress.

Columbia Basin Rural Development Institute. (2013). *Developing the Columbia Basin RDI Social Research Pillar: Social Indicators Literature Review*. Available at <http://cbrdi.ca/wp-content/uploads/Social-Literature-Review.pdf>.

Dignity & Respect Campaign. (2008). *Mission Statement*. Available at <http://dignityandrespect.org/about-the-campaign/>.

Farmbry, K. (2009). Legacies and diversity: Post-gathering reflections on Minnowbrook III. *Administrative Theory & Praxis* 31(1): 112–115.

Fainstein, S. (2011). *The Just City* (Ithaca, NY: Cornell University Press).

Force, J., & Machlis, G. (1997). The human ecosystem part II: Social indicators in ecosystem management. *Society and Natural Resources*, 10, 369-382.

Forester, J.F. (1999). *The Deliberative Practitioner: Encouraging Participatory Planning Processes*. Cambridge, MA: MIT Press.

Frederickson, H.G. (2005). The state of social equity in public administration. *National Civic Review* 94(4): 31-38.

Frederickson, H.G. (2010). *Social Equity and Public Administration: Origins, Developments, and Applications* (Armonk, NY: M.E. Sharpe, Inc.).

Gawthrop, L.C. (1989). Minnowbrook: The search for a new reality. *Public Administration Review* 49(2): 194-196.

Gooden, S.T. and S. Portillo. (2011). Advancing social equity in the Minnowbrook tradition. *Journal of Public Administration Research and Theory* 21(1):

Hayward, C.R. and T. Swanstrom. (2011). *Justice and the American Metropolis* (Minneapolis, MN: University of Minnesota Press).

Johnson, N.J. and J.H. Svara. (2011). *Justice for All: Promoting Social Equity in Public Administration* (Armonk NY: M.E. Sharpe).

Krumholz, N. (1982). A retrospective view of equity planning: Cleveland 1969-1979. *Journal of the American Planning Association* 48(2): 163-174.

Krumholz, N. and P. Clavel. (1994). *Reinventing Cities: Equity Planners Tell Their Stories* (Philadelphia, PA: Temple University Press).

Krumholz, N. and J. Forester. (1990). *Making Equity Planning Work: Leadership in the Public Sector* (Philadelphia, PA: Temple University Press).

Lipsky, M. (1980). *Street-Level Bureaucracy: The Dilemmas of the Individual in Public Service* (New York: Russell Sage Foundation).

Meadows, D. (1998). *Indicators and Information Systems for Sustainable Development*. Balaton Group, Hartland Four Corners: The Sustainability Institute.

Merrick, M. (2013a). *An Overview of Some Challenges Related to Creating the Policy Analysis Focused User Guide for Greater Portland Pulse based on a Review of the Literature*. Institute of Portland Metropolitan Studies, Portland State University, internal memorandum (7-3-2013).

Merrick M. (2013b). *Defining, Tracking, and Displaying Regional Equity Conditions: Two Approaches from the Portland-Vancouver Metropolitan Region*. Paper presented at the 43rd Annual Urban Affairs Association Conference, San Francisco, CA, April 3-6, 2013.

Metzger, J. (1996). The theory and practice of equity planning: an annotated bibliography. *Journal of Planning Literature* 11: 112-126.

Multnomah County, Office of Diversity and Equity. (2012). *The Equity and Empowerment Lens*. Available at http://web.multco.us/sites/default/files/diversity-equity/documents/ee_lens_final-102912.pdf.

National Association of Planning Councils (NAPC). (n.d.). *The Benefits of Regionalism*. Available at <http://www.communityplanning.org>.

Norman-Major, K. (2011). Balancing the Four Es; or can we achieve equity for social equity in public administration? *Journal of Public Affairs Education* 17(2): 233-252.

Pastor, M., C. Benner, and M. Matsuoka. (2009). *This Could be the Start of Something Big: How Social Movements for Regional Equity are Reshaping Metropolitan America* (Ithaca, NY: Cornell University Press).

Portland, City of. (2012). *The Portland Plan, Equity Initiative*. Available at <http://www.portlandonline.com/portlandplan/index.cfm?a=339598&c=54115>.

Seattle, City of. (2010). *Racial Equity Toolkit for Policies, Programs, and Budget*. Race and Social Justice Initiative. Available at http://www.seattle.gov/rsji/docs/RSJIToolkit_3_10.pdf.

Seltzer, E. (2012). Greater Portland Pulse team meeting (personal notes 6-22-2012).

Seltzer, E. and A. Carbonell. (2011). *Regional Planning in America* (Cambridge, MA: Lincoln Institute of Land Policy).

United Nations Commission on the Social Determinants of Health. (2003). *The Social Determinants of Health, The Solid Facts, 2nd Edition*. Available at http://www.who.int/social_determinants/thecommission/finalreport/en/index.html.

Urban League of Portland. (2010). *Racial Equity Strategy Guide*. Available at <http://ulpdx.org/wp-content/uploads/2012/02/RACIAL-EQUITY-STRATEGY-GUIDE-FINAL.pdf>.

Wooldridge, B. and S. Gooden. (2009). The epic of social equity: evolution, essence, and emergence. *Administrative Theory & Praxis* 31(2): 222–234.

Interviews and comments provided by:

[5/1/2013] Health Equity Advocacy
Nancy Stevens, Community Health Advocate

[5/6/2013] Multnomah County, Office of Diversity & Equity
Daryl Dixon, (former) Chief Diversity and Equity Officer
Shawn Postera, Program Coordinator

[5/10/2013] Portland METRO, Equity Strategy
Nuin-Tara Key, (former) Program Director

[6/26/2013] City of Portland, Portland Plan and Equity Initiative
Sam Adams, Executive Director, City Club of Portland (former Mayor, City of Portland)

[11/19/2013] City of Portland, Bureau of Planning and Sustainability
Desiree Williams-Rajee, Equity Specialist

Ongoing insights and comments provided by:

Meg Merrick, Institute of Portland Metropolitan Studies, Portland State University
Kris Smock, Kristina Smock Consulting and Coalition for a Livable Future

APPENDIX A

Annotated Bibliography: Equity in Public Administration and Planning

Equity in Public Administration

Frederickson, H.G. (2010). *Social Equity and Public Administration: Origins, Developments, and Applications* (Armonk, NY: M.E. Sharpe, Inc.).

In 1968, H. George Frederickson presented a theory of social equity and put it forward as an additional “pillar” of public administration (in addition to efficiency, economy and effectiveness). Frederickson is also responsible for coordinating the second conference on the New Public Administration (NPA) in 1988. The NPA sought to reform the practice of public administration (PA) by advocating several changes including (1) making social equity the primary goal in PA; (2) making PA more relevant in dealing with contemporary issues by increased consideration of social realities and a balancing of both economic and human/social criterion; (3) rejecting a definition of PA as “value-free” or the need to be “value-neutral;” (4) an increased focus on proactive and responsive administrative practice (rejecting the rationalistic notion of the “bureaucrat”); and (5) institutionalizing operational flexibility and adaptability. This book is designed to be the definitive statement of this new concept of social equity theory and practice in public administration. The book offers general descriptions of social equity in terms of its arguments and claims in changing political, economic, and social circumstances, and traces the development of the concept over the past forty years. Additional chapters provide applications of social equity theory to particular policy arenas such as education, or to specific public administration issues such as administrative discretion, the legal context, the research challenges, and social equity in the context of time and generations.

[For an earlier essay outlining Frederickson’s argument for an increased attention to social equity see also: Frederickson, H.G. (2005). The state of social equity in American public administration. *National Civic Review* 94(4): 31-38.]

Wooldridge, B. and S. Gooden. (2009). The epic of social equity: evolution, essence, and emergence. *Administrative Theory & Praxis* 31(2): 222–234.

Though Frederickson’s, *Social Equity and Public Administration*, is considered the definitive text on the subject, this article provides a more concise discussion of the evolution and emergence of social equity as a major pillar in the field of public administration. The analysis draws from the political philosophy and social justice contributions of John Rawls and Frederickson’s New Public Administration. The authors also examine both the empirical and normative dimensions of social equity, and the role of the Standing Panel on Social Equity within the National Academy of Public Administration. Their conclusions address the future emergence of social equity, which they argue should focus on global examples, measurement and evaluation using the lens of social equity and integration of social equity concepts into the public administration curriculum.

Johnson, N.J. and J.H. Svara. (2011). *Justice for All: Promoting Social Equity in Public Administration* (Armonk NY: M.E. Sharpe).

This book provides an impressive breadth of coverage on social equity and its relationship to policy and public administration including theory, context, history, implications in policy studies, applications to practice, and an action agenda. The introduction examines the broad values and norms that support social equity (e.g. fairness, equality, justice) in relationship to each other. For example, equality is contrasted with the value of freedom and related norms such as individualism and competition. The authors argue that it is the tension between these competing value clusters that shapes the debate about social equity. Subsequent sections discuss these implications for policy-making, for example, contrasting the choice between combatting inequality and promoting development in urban regions, and between affirmative action and advancing diversity. Later sections discuss the application of social equity principles in practice—with chapters on health, criminal justice, education, and planning as well as how social equity can be advanced through leadership and policy entrepreneurship.

Norman-Major, K. (2011). *Balancing the Four Es; or Can We Achieve Equity for Social Equity in Public Administration?* *Journal of Public Affairs Education* 17(2): 233-252.

This article provides a gentle critique of social equity in public administration, arguing that social equity as the “fourth pillar of public administration” is far from realized. How do we elevate social equity to equal playing status with the other pillars of public administration (efficiency, economy and effectiveness)? Three key areas are examined: definitions, measures, and curriculum. The article discusses strategies for “imagining and improving the future” so that social equity becomes an equal among the other pillars and becomes a “standard of practice” as opposed to a “stand of courage” among public administrators and policy makers.

Son, H.H. (2011). *Equity and Well-Being: Measurement and Policy Practice* (New York: Taylor & Francis).

Though achieving social equity in policy-making has long been an important goal, there are relatively few comprehensive studies on how “equity” is achieved in practice – in the actual delivery of public services. This book fills this gap with an in-depth analysis of the issues associated with equity, covering its concept, measurement, policy practices and implications. This book starts from the premise that “equity” is an abstract concept covering philosophical issues such as fairness and social justice, making its definition, delivery and measurement difficult. The chapters include a discussion of the concept of social equity as well as how well-being is connected to social functioning and social capacity. Subsequent chapters explore what an equitable distribution looks like and how equity can be measured. The book also provides an operational definition of social equity and a methodology to measure equitable growth using an example that examines the relationship between growth, inequality, and poverty. Several empirical illustrations illustrate the methodology and the policy challenges in achieving a more equitable delivery of public services.

Equity in Planning

Krumholz, N. and J. Forester. (1990). *Making Equity Planning Work: Leadership in the Public Sector* (Philadelphia, PA: Temple University Press).

In this book, Norman Krumholz and John Forester provide a detailed personal account of a sustained and effective equity-planning practice that has since significantly influenced urban policy. Norman Krumholz is considered the first to coin the term “equity planning.” From 1969 to 1979, Cleveland's city planning staff under Krumholz's leadership, conducted a unique experiment in equity-oriented planning. Determined to act within the public interest while also assisting the city's poorest citizens, the Cleveland planning staff merged professional competence with political judgment (and some might say, social advocacy) in order to bring pressing urban issues to the attention of both the public and the political establishment. Although frequently embroiled in both political and social controversy while serving three different mayors, the planners nonetheless accomplished impressive equity objectives in urban renewal, improved transportation access, and a land-banking project that ultimately resulted in reforms to Ohio's property tax laws. Krumholz describes the pragmatic equity-planning agenda that his staff pursued while Forester explores the implications of this experience and the lessons that can be drawn for planning, public management, and administrative practice more generally.

[For an earlier version of Krumholz's new vision of “equity planning” – and a more concise discussion – see also Krumholz, N. (1982). A retrospective view of equity planning: Cleveland 1969-1979. *Journal of the American Planning Association* 48(2): 163-174.]

Krumholz, N. and P. Clavel. (1994). *Reinventing Cities: Equity Planners Tell Their Stories* (Philadelphia, PA: Temple University Press).

This book documents the accomplishments of eleven urban planners in several different parts of the country who advocated for the needs of low income and working class people. Through the voices of these “equity planners,” Norman Krumholz and Pierre Clavel explore the inner dimensions of social change, economic development, community organizing, and the challenges of producing fair housing. Interviews highlight

productive strategies as well as the lessons learned from disappointing failures. Included are conversations with officials from Jersey City's Department of Housing and Economic Development, the Miami Valley Regional Planning Commission (Dayton, OH), Chicago's Office of Employment and Training, the San Diego Housing Commission, the Boston Redevelopment Authority, the Department of Economic Development, and planning and advisory staff from Portland (OR), Denver (CO), Hartford (CT), and Santa Monica (CA).

American Planning Association (APA). (1994). *Planning and Community Equity* (Wash. DC: APA Press).

This book is a component of the APA's Agenda for America's Communities Program. The project was initiated in 1992 to determine how the APA should respond to issues of equity made all too salient by riots in Los Angeles that year (in the wake of the Rodney King verdict) and calls for comprehensive social reforms. The APA defines community equity as "the expansion of opportunities for betterment that are available to those communities most in need of them, creating more choices for those who have few" (p. vii). Key to this vision is the assertion that planners have both a professional and ethical responsibility to seek results that reduce inequalities and disparities in the distribution of resources. Strategies include (1) looking at the connections and interrelationships between physical planning (e.g. land-use, housing and transportation) and its social consequences (e.g. in education, poverty or public safety); (2) to develop new tools (e.g. social assessments) and processes (e.g. citizen participation) that inform and improve planning practice; (3) becoming involved in the policy arena as advocates for the broad goals of community equity; and (4) encouraging "coordinated governance" by facilitating communication and collaboration across jurisdictional boundaries.

California Planning Roundtable. (1994). *Who Wins? Who Loses? Social Equity in Planning* (available at http://www.cproundtable.org/media/uploads/pub_files/cprequity.pdf).

This compilation of short essays provides a concise and easily readable treatment of issues in social equity and planning. The California Planning Roundtable was comprised of a group of professionals drawn from the American Planning Association (APA) members. The report is a compilation of articles based on APA workshops organized as part of the "Agenda for America's Communities Program" in 1994. The articles explore different dimensions of social equity – economic equity, equity of opportunity and access, equity of public service delivery, and cultural equity. Though comprised mostly of identifying equity issues of concern in Southern California, the essays pose questions salient for all planning practice and provide a concise discussion of societal issues and social equity still very much relevant today – such as diversity in the workforce, gated communities, political disenfranchisement, language barriers, access to services for vulnerable populations, and the role of zoning and land-use planning. The epilogue, in particular, gleans information from the articles into a list of useful recommendations.

Metzger, J. (1996). The theory and practice of equity planning: an annotated bibliography. *Journal of Planning Literature* 11: 112-126.

"Equity planning is a framework in which urban planners working within government use their research, analytical, and organizing skills to influence opinion, mobilize underrepresented constituencies, and advance and perhaps implement policies and programs that redistribute public and private resources to the poor and working class" (p. 112). This bibliography (though dated) compiles literature that describes the important theoretical and political debate about planning for social equity goals. It is also a resource that informs and guides planners, public administrators, urban policy analysts, and community leaders regarding some of the actual experiences of equity planning since the early 1970s.

Pastor, M., C. Benner, and M. Matsuoka. (2009). *This Could be the Start of Something Big: How Social Movements for Regional Equity are Reshaping Metropolitan America* (Ithaca, NY: Cornell University Press).

Manuel Pastor Jr., Chris Benner, and Martha Matsuoka offer their analysis of the rise of "regional equity" initiatives with the purpose of evaluating what has and has not worked in various campaigns to achieve regional equity. Drawing on numerous case studies, the authors discuss how momentum for regionalism is

building as new policies addressing regional infrastructure, housing, and workforce development partner business and community groups in a common goal – to strengthen the social and economic connections between city, suburb and hinterland through the alleviation of social ills. The case studies illustrate both the promise and pitfalls of this new regional approach as well as how “social movement regionalism” might contribute to the revitalization of progressive politics in America.

Hayward, C.R. and T. Swanstrom. (2011). *Justice and the American Metropolis* (Minneapolis, MN: University of Minnesota Press).

This book addresses the often invisible and intransigent problems of unjust power relations (or, as the authors term, “thick injustice”) that contribute to serious inequalities and disparities in today’s American cities and suburbs. In the past decade, the concept of “social equity” has been increasingly connected with the idea of “justice” and has contributed to numerous progressive initiatives focusing on problems of “institutionalized racism” and “racial and ethnic diversity” to compensate for the historical policies and planning practices that served only to exacerbate inequities. The authors argue that this “thick” injustice is hard to see, to assign responsibility for, and to change. If true “equity” is to be realized, these injustices must be acknowledged and made visible. The essays focus on how inequality is manifest within and among cities and suburbs; they articulate principles for planning, redevelopment, and urban political leadership to address these inequalities; and provide an analysis of the connection between metropolitan justice and institutional design.

Fainstein, S. (2011). *The Just City* (Ithaca, NY: Cornell University Press).

Susan Fainstein has been a leading researcher and advocate for equity and social justice in urban policy and planning for many decades. In *The Just City*, Fainstein develops an urban theory of justice and advocates it as a method to evaluate policies, institutions, and public programs. The book outlines the conditions under which the three related principles of equity, diversity, and democracy can facilitate planning for a “just” city. She argues for the simultaneous promotion of “growth and equity” and “competitiveness and cohesion” (p. 17). Though Fainstein, in this particular publication, focuses primarily on governance and policy-making, to translate these principles into the urban planning field she argues that equity for planners is pursued when devising policies for housing and urban regeneration. For example, equity can be achieved by focusing on low-income housing. Diversity is promoted through the design of mixed-use areas. Democracy involves engagement with local communities about urban development projects. The final chapter presents a “to-do” list to help policy-makers and planners achieve these goals.

[For an abbreviated essay outlining Fainstein’s argument see also: Fainstein, S. (2009). *Spatial Justice and Planning* (available at <http://www.jssj.org/wp-content/uploads/2012/12/JSSJ1-5en1.pdf>).]

Brenman, M. and T.W. Sanchez. (2012). *Planning as if People Matter: Governing for Social Equity* (Wash. DC: Island Press).

This book provides a practical guide for planners, policy-makers and community advocates on how better planning can address challenging inequities in society. The authors argue that “planning” has the advantage of being a more direct link to the “public” and therefore has an ethical obligation to work toward a more just and inclusive society, if, for no other reason, than to counter-act the political and cultural divisiveness paralyzing our political system today. The purpose of the book is to create a bridge between politics, planning and social equity. Topics include insights and tools that address equity in governance, civil rights and social justice; ethics in policy and planning; social diversity and inclusion; public engagement; and new information technologies. The final recommendations broaden the scope of planning by focusing on the planner’s role in (1) enhancing civic education, (2) strengthening the message of community advocates, (3) respecting the importance of “community,” (4) integrating equity into the “green” movement, (5) helping to create more equitable policies, (6) taking strong action to counter discrimination, and (7) learning from both successes and mistakes through evidence-based evaluation.

APPENDIX B

Associations, Institutes and Organizations

National Academy of Public Administration: Panel on Social Equity in Governance

(www.napawash.org/fellows/standing-panels/standing-panel-on-social-equity-in-governance/)

Established in 1967 and chartered by Congress, the National Academy of Public Administration is a non-profit, independent coalition of public management and organizational leaders who work on behalf of the public sector by anticipating, evaluating, analyzing and making recommendations on the nation's most critical and complex public management, governance, policy and operational challenges. The organization includes a standing panel on Social Equity in Governance that focuses on issues of fairness, justice and equity in public administration (as a supplement to the traditional focus on efficiency, economy and effectiveness).

American Planning Association (APA) “Planning and Community Equity”

(www.planning.org/)

APA is an independent, not-for-profit educational organization that provides leadership in the development of vital and sustainable communities. In 1978, the American Planning Association emerged from the consolidation of the American Institute of Planners and the American Society of Planning Officials. It was organized exclusively for charitable, educational, literary and scientific purposes to advance the art and science of planning and the activity of planning — physical, economic, and social — at the local, regional, state and national levels. Its research arm provides up-to-date information on best practices in planning covering a wide variety of issues including social equity.

PolicyLink

(www.policylink.org)

PolicyLink is a national research and action institute advancing economic and social equity through their Lifting Up What Works® program and a conviction that equity must drive all policy decisions. Founded in 1999, PolicyLink connects the work of people on the ground to the creation of sustainable *communities of opportunity* that allow everyone to participate and prosper based on the idea that equity is *just, fair and green*. Such communities offer access to quality jobs, affordable housing, good schools, transportation, and the benefits of healthy food and physical activity. Guided by the belief that those closest to the nation's challenges are central to finding solutions, PolicyLink relies on the wisdom, voice, and experience of local residents and organizations.

Brookings Institution: Metropolitan Policy Program

(www.brookings.edu/about/programs/metro/about-us).

The Metropolitan Policy Program at the Brookings Institution addresses the challenges facing metropolitan America by identifying assets and promoting innovative solutions to help communities grow in more productive, inclusive, and sustainable ways. The program partners with corporate, civic, community, environmental, and political leaders to implement an agenda through the enactment of initiatives and fundamental policy change. The Metro Program helps metropolitan leadership apply the next prosperity framework by: 1) economically situating metropolitan areas through rigorous trend and empirical research on the top economic, social and demographic issues; 2) innovating locally through co-designing metropolitan sustainable development strategies that build on distinct assets; 3) advocating nationally by producing state and federal policy ideas and platforms that are in service of metropolitan areas; and 4) networking globally by linking decision makers to a global network of trading metropolitan areas.

Kirwan Institute for the Study of Race and Ethnicity: “Opportunity Mapping”

[\(kirwaninstitute.osu.edu/\)](http://kirwaninstitute.osu.edu/)

The Kirwan Institute for the Study of Race and Ethnicity was established in 2003 as a center for interdisciplinary research at The Ohio State University. The Institute works to create a just and inclusive society where all people and communities have opportunity to succeed. Much of the Institute’s research is applied and policy oriented, providing informed direction and assistance to social justice advocates, communities, funders and policy makers. Opportunity mapping is a research tool pioneered by the Institute and used to understand the dynamics of “opportunity” within metropolitan areas. Opportunity “domains” include education, equity and sustainable communities, public and community health, and criminal justice. The purpose of opportunity mapping is to illustrate where opportunity rich communities exist (and assess who has access to these communities) and to understand what needs to be remedied in opportunity poor communities.

APPENDIX C

Equity Policy and Planning Toolkits

PolicyLink: Equity Development Toolkit

(http://www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm)

Equitable development is an approach to creating healthy, vibrant, communities of opportunity. Equitable outcomes come about when smart, intentional strategies are put in place to ensure that low-income communities and communities of color participate in and benefit from decisions that shape their neighborhoods and regions. This online toolkit includes 27 “tools” designed to reverse patterns of segregation and disinvestment, prevent displacement, and promote equitable revitalization. Topical areas include (1) affordable housing; (2) health equity and place; (3) economic opportunity; and (4) land use and environment.

Racial Equity Tools

(<http://racialequitytools.org/home>)

Supported by the Kellogg Foundation, Racial Equity Tools is designed to support individuals, groups and policy-makers working to achieve racial equity. The site offers numerous tools, research, tips, curricula and ideas for agencies, organizations, and people who want to increase their own understanding of social equity and justice. The website is well organized into several sections that include: Fundamentals, Planning, Acting, Evaluating, Connecting and Curricula.

The Opportunity Agenda: Tools & Resources

(<http://opportunityagenda.org/publications>)

The Opportunity Agenda launched in 2006 with the mission of building the national will to expand opportunity in America. The organization works with social justice groups, leaders, and movements to advance solutions that expand opportunity for everyone. The Opportunity Agenda synthesizes and translates research on barriers to opportunity and corresponding solutions; uses communications and media to understand and influence public opinion; and identifies and advocates for policies that improve people’s lives. The Tools & Resources section provides a range of communications, legal, advocacy and research tools including (1) a public opinion monthly; (2) reports, memos and case studies on various issues; (3) talking points and fact sheets to help in creating meaningful dialogue; and (4) legal policy briefs.

Dignity & Respect Campaign

(www.dignityandrespect.org)

The Dignity & Respect Campaign started as an initiative of the UPMC (University of Pittsburgh Medical Center) Center for Inclusion asserting that “inclusion begins with a core belief that everyone deserves dignity and respect.” The initiative became the “30 Tips of Dignity and Respect” and spread rapidly to include over 100 organizations and agencies nation-wide. The mission of the Dignity & Respect Campaign is to “unify under a shared belief that everyone deserves dignity and respect by encouraging behavioral change in individuals, communities, schools, and organizations.” The Campaign rests on simple tools – take a personal pledge to treat everyone with dignity and respect. Pledges are then encouraged to practice the 30 Tips and use personal experiences and insight to engage in discussions within organizational teams or with other community members. The guiding principle is that acceptance of everyone’s right to be treated with respect and dignity will make discriminatory behavior visible and more conducive to change.

APPENDIX D Regional and Local Equity Initiatives

Multnomah County “Equity and Empowerment Lens”

(web.multco.us/diversity-equity/equity-and-empowerment-lens)

Working under the premise that equity and racial justice work calls for a fundamentally different approach to organizational change, Multnomah County’s Equity and Empowerment Lens provides a set of reflective actions, materials and tools designed to provide information for internal discussion, planning, and decision-making leading to more equitable policies and programs. It has a Racial Justice focus to directly identify and address inequities in services, policies, practices and procedures in Multnomah County. The Lens is a quality improvement tool with a set of questions and processes designed to focus on equity at the individual, organizational and community levels.

City of Portland’s “Equity Initiative” (Office of Equity & Diversity)

(www.portlandonline.com/portlandplan)

The Portland Equity Initiative is a fundamental part of the Portland Plan, which includes both 25-year goals and a 5-year action plan for addressing some of Portland’s most pressing challenges, including income disparities, high unemployment, a low high school graduation rate and environmental concerns. Rather than treat equity as a goal in itself, equity objectives and actions are built into all the Plan’s issue areas and implementation strategies.

Urban League’s East Portland Action Plan: Racial Equity Guide

(ulpdx.org/wp-content/uploads/2012/02/RACIAL-EQUITY-STRATEGY-GUIDE-FINAL.pdf)

In January of 2011, the Urban League of Portland, in partnership with the Office of Neighborhood Involvement, convened a working group of community partners, including organizations of color, health advocates, academics and City of Portland staff, to develop the core elements of an equity lens that could be used within city government. The Racial Equity Strategy Guide was prepared to aid in building capacity within the City to achieve equity on a day-to-day basis. The strategies contained in the guide draw on effective practice and are designed to meet Civil Rights Act Title VI operational standards. The guide is meant to assist agency staff and decision-makers to develop and use effective tools, which will inform day to day actions of policy-making, resource allocation, planning, program development and implementation, and evaluation.

Portland Metro “Equity Strategy”

(www.oregonmetro.gov)

In 2010, the Metro Council adopted equity as one of the region’s six desired outcomes and in 2012 initiated the development of an organizing framework to help Metro consistently incorporate equity into internal policy and decision-making. Given the scale of effort needed to strategically move Metro’s equity work forward, staff designed a three-phase approach to developing an equity framework for Metro: Phase I Equity Inventory Report; Phase II Strategy Definition and Desired Outcomes; Phase III Strategy Implementation. Metro is currently in Phase II of the Equity Strategy which involves building an understanding of community needs to explicitly define how the agency will work to advance equity. This will be accomplished by first understanding how communities experience the region’s outcomes today through the development of an Equity Baseline. After better understanding how different communities and populations experience these outcomes, Metro will work to evaluate the agency’s role in addressing disparities through the Strategy Implementation Plan.

Portland Metro “Diversity Action Plan”

http://library.oregonmetro.gov/files//metro_diversity_action_plan_2012.pdf

The Diversity Action Plan was adopted by the Metro Council on Nov. 15, 2012. The evolving plan identifies goals, strategies and actions to increase diversity and cultural competence at Metro in four core areas: (1) internal awareness and diversity sensitivity; (2) employee recruitment and retention; (3) committee membership; and (4) public involvement and procurement. Metro defines diversity as “the variance or difference amongst people. This variance includes race, ethnicity, gender, age, religion, nationality, language preference, socioeconomic status, disability, sexual orientation, gender identity and others. These differences are tied to a variety of other aspects of diversity such as experience, work styles, life experience, education, beliefs and ideas.”

APPENDIX E

Equity Metrics: Indicators & Equity Mapping

Local Equity Indicator and Mapping Initiatives

Greater Portland Pulse

(<http://www.portlandpulse.org/>)

Greater Portland Pulse (GPP) is a growing partnership that uses both data and dialogue to encourage coordinated action for better results across the region. In economy, education, health, safety, the arts, civic engagement, environment, housing and transportation, GPP data show where the region is successful and where it's lagging behind; where there's progress and where there's work to be done. The indicators often reflect who's being left behind and how communities—and the region—are impacted as a result. Created through a 'bottom-up' regional stakeholder process, GPP provides timely and continuously updated data and visualizations of the data and trends through maps and graphics.

Coalition for a Livable Future: Regional Equity Atlas 2.0

(<http://clfuture.org/equity-atlas>)

The Regional Equity Atlas is a major research and education project to promote widespread opportunity for a stronger, healthier, and more sustainable region. The goal of the Equity Atlas is to create a better region for all by promoting changes in public policy, planning, and strategic investments to eliminate disparities. Using maps, policy analysis, community based research, and other tools, the Equity Atlas project assesses how well different populations across the four-county Portland (OR) & Vancouver (WA) metro region can access key resources necessary for meeting their basic needs and advancing their health and well-being. The Equity Atlas project is composed of three parts: (1) a web-based gallery of key maps and an analysis of findings; (2) a web-based interactive mapping tool to create customized maps from over 100 indicators; and (3) outreach and education including workshops, technical trainings and equity analyses.

National Indicator and Equity Mapping Initiatives

National Neighborhood Indicators Project

(<http://www.neighborhoodindicators.org/issue-area/52>)

The National Neighborhood Indicators Partnership (NNIP) is a collaborative effort by the Urban Institute and local partners to further the development and use of neighborhood information systems in local policymaking and community building. The NNIP shares its experiences in using data for local community building and decision-making by providing access to publications, presentations, reports, descriptions of local initiatives, and formal meetings.

The Sustainable Communities Index (SCI)

(<http://www.sustainablecommunitiesindex.org>)

The Sustainable Communities Index (SCI) is a comprehensive set of measurement methods for indicators of livable, equitable and prosperous cities. The SCI includes over 100 measures that can be used to track diverse sustainability objectives for the environment, transportation systems, community cohesion and civic engagement, public facilities, education, housing, and economic strength, and health systems. Where possible, the SCI methods try to represent indicators at the neighborhood scale.

The Genuine Progress Indicator

The Genuine Progress Indicator, or GPI, is a metric that has been suggested to replace, or supplement, gross domestic product (GDP) as a measure of growth. GPI is designed to take fuller account of the health of a nation's economy by incorporating environmental externalities (e.g. the cost of pollution) and social factors (e.g. opportunity, access to resources and equity) which are not measured by GDP. ADD OREGON STUFF HERE.

[For an in-depth discussion of the GPI see: Venetoulis, J. and C. Cobb. (2004). *The Genuine Progress Indicator, 1950-2002 (2004 Update)*. Report presented to the Sustainability Indicators Program at Redefining Progress (www.redefiningprogress.org).]

General Equity Mapping Resources

Gambhir, S. (2010). *GIS Mapping in the Field of Social Equity and Advocacy*. Presentation at the 2010 Southeastern Colloquium on Racial Inequality and Poverty (slideshow available to view at <http://www.slideshare.net/kirwaninstitute/2010-02-19atlantagismapping>).

Samir Gambhir is a Senior Research Associate at the Kirwan Institute for the Study of Race and Ethnicity at Ohio State University. The Kirwan Institute uses extensive geographic information systems (GIS) and mapping techniques to explore how systems work to produce inequalities. The Institute is well-known for their "Opportunity Mapping" methodology. This slideshow provides a comprehensive and excellent overview of the use of GIS in this kind of work as well as the assumptions, methodology and application of Opportunity Mapping. The slideshow contains numerous and diverse examples of equity mapping applications.

Treuhaft, S. (2009). *Community Mapping for Health Equity Advocacy*. Report prepared for PolicyLink (available at <http://opportunityagenda.org/mapping>).

This report provides an excellent – and concise – discussion of the use of mapping particularly in equity advocacy work. It explains how mapping can be used as a tool in policy advocacy, what issues need to be considered when using maps and spatial data, and lessons learned from several case studies that are profiled. Though directed toward health equity advocacy, the points made in this report apply equally well to other sectors of equity advocacy work.

Partnership for Southern Equity (2013). *Metro Atlanta Equity Atlas* (available at <http://www.atlantaequityatlas.com/>)

The Metro Atlanta Equity Atlas (MAEA) is a comprehensive mapping project that uses GIS, data and narrative to tell the story of spatial justice in the Metro Atlanta region. The purpose of the MAEA is to provide regional stakeholders with an up-to-date, easily accessible, data-rich resource capable of informing the larger debate on how to create a more fair and equitable region. The site contains 200 downloadable maps portraying equity indicators at a regional scale in categories including demographics, economic development, education, environment, health, housing, public safety, and transportation.

Mile High Connects. (2012). *The Denver Regional Equity Atlas: Mapping Access to Opportunity at a Regional Scale* (available at <http://www.reconnectingamerica.org/resource-center/books-and-reports/2012/the-denver-regional-equity-atlas-mapping-opportunity-at-the-regional-scale/>)

The Denver Regional Equity Atlas was compiled by Reconnecting America and the Piton Foundation on behalf of Mile High Connects to inform the development of strategies to ensure that existing and expanding transit systems in the Metro Denver region provide greater access – from affordable housing to jobs, good schools, health care and other essential services. The Atlas is a visual representation of demographics, education, employment, health care and housing in relation to transit. The Atlas helped Mile High Connects identify both areas of greatest opportunity and greatest need prior to developing its strategic plan. The following topics form the organizational structure for the atlas: Population and Demographic Characteristics; Access to

Affordable, Quality Housing Options; Access to Jobs and Economic Development Opportunities; Access to Educational Opportunities; Access to Health Care, Healthy Foods, and Recreational Facilities. The atlas also includes comprehensive reports on demographics, housing, education, health and economic development.

[The] City Project. (2009). *Healthy Parks, Schools, and Communities: Mapping Green Access and Equity for Southern California* (available at <http://www.mapjustice.org/>).

The City Project is a non-profit organization working in the Southern California region. Its mission is to achieve equal justice, democracy, and livability by influencing the investment of public resources to achieve results that are equitable, enhance human health and the environment, and promote economic vitality for all communities. The “Mapping Green Access” initiative seeks to provide a geographic visualization of inequities in access to greenspaces as it relates to affordable housing, race, ethnicity and poverty, and proximity to schools. The supporting policy reports are used to begin a dialogue with elected officials about a fair system of park finance and fees to enlarge and improve the park system as well as stimulate grassroots support for parks and recreation. The maps and reports for several counties can be accessed using the link above.

Kirwan Opportunity Mapping Projects (maps and reports available for download at <http://kirwaninstitute.osu.edu/opportunity-communities/mapping/>)

Opportunity mapping is a research tool used to understand the dynamics of “opportunity” within metropolitan areas. The purpose of opportunity mapping is to illustrate where opportunity rich communities exist (and assess who has access to these communities) and to understand what needs to be remedied in opportunity poor communities. Opportunity mapping builds upon the rich history of using neighborhood based information and mapping to understand the challenges impacting our neighborhoods.

- Moving Merced, CA, Communities Forward: Connecting Youth to Opportunity (in process)
- Opportunity Collaborative for a Greater Baltimore Region (in process)
- The Central Texas Opportunity Initiative, Austin, TX (2007) (2013)
- Neighborhoods & Community Development in Franklin County, OH (2012)
- Equity, Opportunity, and Sustainability in The Central Puget Sound Region, WA (2012)
- Detroit Future City (2012)
- Bring Health Reform Home: Mapping Emergency Room Use to Understand Health Opportunity in Kansas City (2012)
- Mapping Child Well-Being in Duval County, FL (2011)
- Bus Rapid Transit: Chicago’s New Route to Opportunity (2011)
- Bay Area Opportunity Mapping Assessment (2011)
- Mapping to Promote Equitable Community Development and Fair Housing in Seattle and King County, WA (2010)
- People Place and Opportunity: Mapping Communities of Opportunity in Connecticut (2009)
- Geography of Opportunity: Building Opportunity in Massachusetts (2009)
- New Orleans Opportunity Mapping – An Analytical Tool to Aid Redevelopment (2005)

MOVE: Mapping Our Voices for Equity (Maps and stories to promote healthy communities in Washington State) (<http://www.mappingvoices.org/>)

This is an interesting and innovative Google Maps application that allows persons to upload stories, video and more to a Google map in order to visually demonstrate health inequities and positive changes in Washington State. MOVE is a grassroots community engagement strategy empowering communities to leverage these digital stories to influence policy, institutions, and environmental change. Its vision is for communities disproportionately impacted by policy decisions to have the capacity to produce, disseminate, and utilize culturally and linguistically relevant digital stories to increase equity.