

AGENDA
Equity Task Force

May 26, 2022 – REGULAR MEETING

3:30 PM

PLEASE SILENCE ALL ELECTRONIC DEVICES DURING THE MEETING

I. ROLL CALL

II. REVIEW OF MEETING MINUTES

A. April 28, 2022 Minutes

III. NEW ITEMS

A. Agreements (continued from last meeting)

B. Overview of Nonprofits and Human Service Agencies

IV. DISCUSSION AND / OR PROPOSED ITEMS

A. Examples of Equity work from other governments

B. Possible Committees

C. Response to communication sent to Committee

Town of Jackson
Equity Task Force
April 28, 2022

- **Present:** Stacy Noland, Pierre Bergman, Jean Day, Rosa Sanchez, Marcela Badillo, Brandon Hernandez, Jason Fritts, Miki Aristorenas, Jade Kreuger (via video conference)
- **Introductions by all Taskforce members**
- **Question exercise related to Equity**
- **Presentation by Lea Colasuonno – Town Attorney**
 - Documents
 - Emails
 - Notes
 - Open Meeting
 - Ethics
 - Penalties
- **Equity versus Equality Presentation**
 - Discussed what is Justice?
- **Rules and Procedures**
- **Martha's Rules of Order – Presentation**
 - Is there discussion before "Sense Vote"?
- **Town Organization Chart**
 - Topics could be by Department
 - List of Nonprofits
 - List of Human Services Agencies
 - How to handle emails
- **ETF Agreements**
 - **Exercise –**
 - **Listen to Understand**
 - Hearing is not the same as listening, be active in your listening; Change your lens to change and perspective; Seek clarification; Sympathize and empathize; Release, relate, relax
 - **Stay Engaged**
 - Stay involved and see through on your commitment; Everyone's level of engagement will effect outcomes, impact, and other people; This Task Force comes with a responsibility to our community; The group and individuals will need to follow through; We will all need to acknowledge when there is discomfort but keep at it; Shut off outside noise (work/life/texts) to focus and be present here; Engage beyond monthly meetings, engage with the broader community in learning; It could be challenging that we are not a decision-making body and Council might not listen to our recommendations;
 - **Confidentiality**
 - Trust; Agree on when to make things public; Important to manage the dialogue/messaging (not play telephone); Speak with people to inform our work; Challenge is that we are a public group
 - **Expect & Accept Non-Closure**

- Equity issues evolve as the community changes; Plant seeds; Action/change in steps/iterations without closure; Build momentum/innovation for next group; Challenge is that it could be frustrating or disheartening if there is no immediate gratification
 - **Speak Your Truth Responsibly**
 - Take time to find the right words; Make sure you understand completely before responding; Don't hold back and avoid deliberately hurting someone; Accurately represent my experiences; Use facts, not opinions; Give and take space for emotions
 - **Be Willing To Do Things Differently & Experience Discomfort**
 - We will all be nervous at first; Public speaking can be uncomfortable for some; Discomfort can lead to change; Work to understand other's perspectives when they are shared responsibly; Listen and be okay with hearing things you aren't okay with that are not causing harm; Openness to change and experiencing discomfort can lead to growth; Discomfort can mean we are doing the work
- **Jay Smoot Video**
 - Caucus/Affinity Discussion
- **Plans/Toolkits from Other Areas Provided**

Advancing Racial Equity and Transforming Government

A Resource Guide to Put Ideas into Action



LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

[RACIALEQUITYALLIANCE.ORG](https://racialequityalliance.org)



LOCAL AND REGIONAL GOVERNMENT ALLIANCE ON **RACE & EQUITY**

This Resource Guide is published by the
Government Alliance on Race and Equity,
a national network of government working to
achieve racial equity and advance opportunities for all.

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haas institute
FOR A FAIR AND INCLUSIVE SOCIETY

csi CENTER FOR SOCIAL INCLUSION

RACIALEQUITYALLIANCE.ORG

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Across the country, governmental jurisdictions are:

Making a
commitment
to achieving
racial equity

Focusing on
the power
and influence
of their own
institutions

Working in
partnership
with others

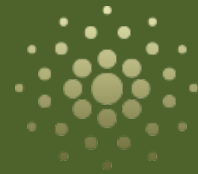
**When this occurs, significant leverage
and expansion opportunities emerge,
setting the stage for the achievement of
racial equity in our communities.**

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**Advancing
Racial Equity &
Transforming
Government**

Government
Alliance on
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ABOUT THE GOVERNMENT ALLIANCE ON RACE & EQUITY



The Government Alliance on Race and Equity (GARE) is a national network of government working to achieve racial equity and advance opportunities for all. Across the country, governmental jurisdictions are:

- making a commitment to achieving racial equity;
- focusing on the power and influence of their own institutions; and,
- working in partnership with others.

When this occurs, significant leverage and expansion opportunities emerge, setting the stage for the achievement of racial equity in our communities.

GARE provides a multi-layered approach for maximum impact by:

- supporting a cohort of jurisdictions that are at the forefront of work to achieve racial equity. A few jurisdictions have already done substantive work and are poised to be a model for others. Supporting a targeted cohort of jurisdictions and providing best practices, tools and resources is helping to build and sustain current efforts and build a national movement for racial equity;
- developing a “pathway for entry” into racial equity work for new jurisdictions from across the country. Many jurisdictions lack the leadership and/or infrastructure to address issues of racial inequity. Using the learnings and resources from the cohort will create pathways for increased engagement and expansion of GARE; and,
- supporting and building local and regional collaborations that are broadly inclusive and focused on achieving racial equity. To eliminate racial inequities in our communities, developing a “collective impact” approach firmly grounded in inclusion and equity is necessary. Government can play a key role in collaborations for achieving racial equity, centering community and leveraging institutional partnerships.

To find out more about GARE, visit www.racialequityalliance.org.

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Government Alliance on Race and Equity



“Government is one of the places where the community comes together and decides who it chooses to be as a people. Government is a key keeper of our values, and our policies and investments need to reflect that. Government has great opportunity to have an impact on the daily lives of all people and the power to shape policies that reduce our inequities.”

- Mayor Betsy Hodges, Mayor of Minneapolis

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INTRODUCTION

ACROSS THE COUNTRY, more and more cities and counties are making commitments to achieve racial equity. The **Government Alliance on Race and Equity (GARE)** is a national network of government working to achieve racial equity and advance opportunity for all. When government focuses on the power and influence of their own institution and works in partnership with others, significant leverage and expansion opportunities emerge, setting the stage for the achievement of racial equity in our communities.

Over the past decade, a growing field of practice has emerged. This toolkit is based on the lessons learned from practitioners, as well as academic experts and national technical assistance providers. You may be participating in a structured workshop and using it as a part of the workshop; or you may be using it as a reference. It is a resource that will hopefully be informative, but more importantly, one that we hope will assist government leaders in operationalizing racial equity.

We know that is important for us to work together.

If your jurisdiction has already initiated work to achieve racial equity, join the cohort of jurisdictions at the forefront. Sharing best practices, peer-to-peer learning, and academic resources helps to strengthen work across jurisdictions.

If your jurisdiction is just getting started, consider joining one of the new cohorts GARE

is launching, focusing on jurisdictions at that initial stage. The cohort will be supported with a body of practice including racial equity training curricula, infrastructure models, tools, and sample policies.

If your jurisdiction needs assistance with racial equity training, racial equity tools, model policies, communications coaching or assistance with particular topic areas, such as criminal justice, jobs, housing, development, health or education, please contact GARE. If you are in a region where there are opportunities to build cross-jurisdictional partnerships with other institutions and communities, GARE can help build regional infrastructure for racial equity.

Together, we can make a difference.

Why government?

From the inception of our country, government at the local, regional, state, and federal levels have played a role in creating and maintaining racial inequity, including everything from determining who is a citizen, who can vote, who can own property, who is property, and where one can live, to name but a few. Governmental laws, policies, and practices created a racial hierarchy and determined based on race who benefits and who is burdened. When Jefferson wrote, “all men are created equal,” he meant men, and not women; he meant whites and not people of color; and he meant people with property and not those without.

Abraham Lincoln’s aspirations in the Gettysburg Address were about the transformation

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of government, and a “government of the people, by the people, and for people” is still on the table. For us to achieve racial equity, the fundamental transformation of government is necessary.

Current inequities are sustained by historical legacies, structures, and systems that repeat patterns of exclusion. The Civil Rights movement was led by communities, and government was frequently the target. One of the many successes of the Civil Rights movement was making racial discrimination illegal. However, despite progress in addressing explicit discrimination, racial inequities continue to be deep, pervasive, and persistent across the country. Racial inequities exist across all indicators for success, including in education, criminal justice, jobs, housing, public infrastructure, and health, regardless of region. In 2010, for example, African Americans made up 13 percent of the population but had only 2.7 percent of the country’s wealth. Additionally, the median net worth for a white family was \$134,000, while the median net worth for a Hispanic family was \$14,000, and for an African American family it was \$11,000 (*Race Forward*).

Clearly, we have not achieved a “post-racial” society, and taking a “color-blind” approach simply perpetuates the status quo.

Unfortunately, what we have witnessed is the morphing of explicit bias into implicit bias, with implicit bias perpetuated by institutional policies and practices. These policies and practices replicate the same racially inequitable outcomes that previously existed.

Too often, government has focused on symptoms and not causes when attempting to work on racial equity. We will fund programs and services, that act as simple bandages rather than addressing the underlying drivers of inequities. While programs and services are often necessary, they will never be sufficient for achieving racial equity. We must focus on policy and institutional strategies that are driving the production of inequities.

We are now at a critical juncture where there

is a possible new role for government—to proactively advance racial equity.

Why race?

Race is complicated. It is a social construct, and yet many still think of it as biological. Racial categories have evolved over time, and yet many think of race as static. Race is often “on the table,” and yet fairly rarely discussed with shared understanding. More frequently, it is the elephant in the room.

Race, income, and wealth are closely connected in the United States. However, racial inequities are not just about income. When we hold income constant, there are still large inequities based on race across multiple indicators for success, including education, jobs, incarceration, and housing. For us to advance racial equity, it is vital that we are able to talk about race. We have to both normalize conversations about race, and operationalize strategies for advancing racial equity.

In addition, we must also address income and wealth inequality, and recognize the biases that exist based on gender, sexual orientation, ability and age, to name but a few. Focusing on race provides an opportunity to also address other ways in which groups of people are marginalized, providing the opportunity to introduce a framework, tools, and resources that can also be applied to other areas of marginalization. This is important, because to have maximum impact, focus and specificity are necessary. Strategies to achieve racial equity differ from those to achieve equity in other areas. “One-size-fits all” strategies are rarely successful.

A racial equity framework that is clear about the differences between individual, institutional, and structural racism, as well as the history and current reality of inequities, has applications for other marginalized groups.

Race can be an issue that keeps other marginalized communities from effectively coming together. An approach that recognizes the inter-connected ways in which marginalization takes place will help to achieve greater unity across communities.

Please note: In this Resource Guide, we include some data from reports that focused on whites and African Americans, but otherwise, provide data for all racial groups analyzed in the research. For consistency, we refer to African Americans and Latinos, although in some of the original research, these groups were referred to as Blacks and Hispanics.

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Why now?

In addition to a moral imperative we may feel for righting wrongs, there is particular urgency in our current moment to integrate and incorporate racial equity frameworks and tools due to our country's changing racial demographics.

By 2060, people of color will represent approximately 57 percent of the US population, numbering 241.3 million out of a total population of 420.3 million (US Census Bureau, 2012). Latinos and Asians are driving the demographic growth. According to the Pew Research Center, the Latino population is on the rise due to a record number of US births, while immigration is the primary reason behind Asian American growth (Brown, 2014). Simultaneously, the white population will stay the same until 2040, at which point it will begin to decrease (US Census Bureau, 2012).

We are well on our way to becoming a multiracial, pluralistic nation, in which people of color will comprise the majority population.

These changes are visible around us already. In September 2014, the US Department of Education reported that the number of students of color surpassed the white student population in public schools for the first time (Krogstad and Fry, 2014; US Department of Education, 2014). Additionally, many counties and metropolitan areas have become multiracial jurisdictions already. As of 2013, the 10 largest metropolitan areas where the percentage of people of color was greater than 50 percent of the overall population included New York, Los Angeles, Houston, Miami, Dallas, the Washington DC-Maryland-Virginia area, Riverside, Atlanta, San Francisco, and San Diego.

Changes in migration flows are also responsible for these changes. In 1960, 75 percent of the immigrant population was from European countries. In 2010, the top five countries of birth for foreign-born residents in the United States were Mexico, China, India, the Philippines, and Vietnam (Grieco, 2012). Now, more than 80 percent of the foreign-born come from Latin America or Asia. The refugee populations from non-European countries are also on the

rise. In 2013, of the nearly 70,000 refugees admitted into the United States, 75 percent came from Iraq, Burma, Bhutan, and Somalia (Martin and Yankay, 2014).

As the racial landscape in the United States changes, it is also important to recognize that greater numbers do not equal greater power. That is, even as people of color become larger numerical populations, their daily lives will not change unless the systems and institutions that create barriers to opportunity undergo transformation. From housing to criminal justice to health access, people of color and immigrant communities face disproportionately unequal outcomes. These conditions will not automatically change with the increase in the populations of people of color—stakeholders must work together to correct course through thoughtful and inclusive programs and services.

What do we mean by “racial equity”?

GARE defines “racial equity” as when race can no longer be used to predict life outcomes and outcomes for all groups are improved.

Equality and equity are sometimes used interchangeably, but actually convey significantly different ideas. Equity is about fairness, while equality is about sameness. We are not interested in “closing the gaps” by equalizing sub-par results. When systems and structures are not working well, they are often not working well across the board. Many of the examples of strategies to advance racial equity are advantageous not only for people of color, but also for all communities, including whites. For more on this definition, see page 15. For definitions of other terms used in this guide, see the Glossary in the Appendix.

How does advancing racial equity improve our collective success?

Government focusing on racial equity is critically important to achieving different outcomes in our communities. However, the goal is not to just eliminate the gaps between whites and people of color, but to increase the success for all groups. To do so, we have to

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develop strategies based on the experiences of those communities being served least well by existing institutions, systems, and structures.

Advancing racial equity moves us beyond just focusing on disparities. Deeply racialized systems are costly and depress outcomes and life chances for all groups. For instance, although there are a disproportionate number of African Americans, Latinos, and Native Americans who do not graduate from high school, there are also many white students who don't graduate. We have seen strategies that work for youth of color also work better for white youth.

Disproportionalities in the criminal justice system are devastating for communities of color, most specifically African American men, but are financially destructive and unsustainable for all of us. Dramatically reducing incarceration and recidivism rates and re-investing funds in education can work to our collective benefit.

When voting was/is constrained for communities of color, low-income white voters are also likely to be excluded. During the period of poll taxes and literacy tests, more eligible whites were prohibited from voting than African Americans.

Systems that are failing communities of color are failing all of us. Deeply racialized systems depress life chances and outcomes and are costly. Advancing racial equity will increase our collective success and be cost effective.

What are our strategies—what is our theory of change?

Across the country, we have seen the introduction of many policies and programmatic efforts to advance racial equity. These individual approaches are important, but are not enough. To achieve racial equity, implementation of a comprehensive strategy is necessary.

We have seen success with advancing racial equity and government transformation with the following six strategies:

1. **Use a racial equity framework.** Jurisdictions need to use a racial equity framework that clearly names the history of government and envisions and operationalizes a new role; and utilizes clear and
2. **Build organizational capacity.** Jurisdictions need to be committed to the breadth (all functions) and depth (throughout hierarchy) of institutional transformation. While the leadership of elected members and top officials is critical, changes take place on the ground, and infrastructure that creates racial equity experts and teams throughout local and regional government is necessary.
3. **Implement racial equity tools.** Racial inequities are not random—they have been created and sustained over time. Inequities will not disappear on their own. Tools must be used to change the policies, programs, and practices that are perpetuating inequities, as well as used in the development of new policies and programs.
4. **Be data-driven.** Measurement must take place at two levels—first, to measure the success of specific programmatic and policy changes, and second, to develop baselines, set goals, and measure progress towards community goals.
5. **Partner with other institutions and communities.** The work of local and regional government on racial equity is necessary, but it is not sufficient. To achieve racial equity in the community, local and regional government must be working in partnership with communities and other institutions.
6. **Communicate and act with urgency.** While there is often a belief that change is hard and takes time, we have seen repeatedly, that when change is a priority and urgency is felt, change is embraced and can take place quickly. Building in institutional accountability mechanisms via a clear plan of action will allow accountability. Collectively, we must create greater urgency and public will to achieve racial equity.

The remainder of this **Resource Guide** provides additional information about each of these strategies. Why are they important? What is the theory? What is the practice? How does change happen? How can govern-

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ment normalize conversations about race, operationalize new behaviors, and organize to achieve racially equitable outcomes? The toolkit shares the stories and lessons learned from local government leaders across the country who have built (and continue to build) racial equity strategies. We hope that by learning from others' experiences, we can all strengthen our ability to achieve racial equity.

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“This analysis is direct about confronting the ineffectiveness of our current practices, our policies, and our procedure. It is a bold step to address the root causes that lead to racial disparities.”

- Supervisor Sheila Stubbs, Dane County, WI

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1. USE A SHARED RACIAL EQUITY FRAMEWORK

ACROSS THE UNITED STATES, race can be used to predict one's success. Deep and pervasive inequities exist across all indicators for success, including jobs, housing, education, health, and criminal justice. Taking a “color-blind” approach has not helped. In order for us to achieve equitable outcomes, it is necessary for us to understand the underlying drivers of inequity.

Talking about race in our society can be difficult, but it doesn't have to be the case. Much of the challenge exists because we do not have a common understanding or shared definitions.

There are four main concepts that are critical for shared understanding:

- A. Historical role of government laws, policies and practices in creating and maintaining racial inequities
- B. A definition of racial equity and inequity
- C. The difference between explicit and implicit bias
- D. The difference between individual, institutional, and structural racism

A. Historical Role of Government in Creating and Maintaining Racial Inequities

From the beginning of the formation of the United States, government played an instrumental role in creating and maintaining racial inequities. Through decisions about who could gain citizenship, who could vote, who could own property, who was property, and who

could live where, governments at all levels have influenced distribution of advantage and disadvantage in American society. Early on in US history, rights were defined by whiteness. As an example, the first immigration law of the newly formed United States, the Naturalization Act of 1790, specified that only “whites” could become naturalized citizens (*Takaki, 1998*).

While the definition of race in American society was formed around the divide between whites and African Americans in the context of slavery, Native Americans as well as Asians and other immigrant groups came to be defined racially as non-white, maintaining a binary between those who enjoy the privileges of whiteness and those who are seen as undeserving of such privileges (*Kilty 2002*).

Even legislation that on its surface appeared to be race neutral, providing benefits to all Americans, has often had racially disproportionate impact, as evidenced by the examples below.

The **National Housing Act of 1934** was ostensibly passed to improve the lot of those who otherwise might not be able to afford to own a home, but the way it was implemented using a neighborhood grading system (now known as redlining) that labeled minority neighborhoods as too unstable for lending resulted in entrenched segregation and benefits largely only accrued to white families (*Jackson 1985*).

Another New Deal policy, the **National Labor Relations Act of 1935**, excluded agricultural and domestic employees as a compromise with Southern Democrats (*Perea 2011*). While the

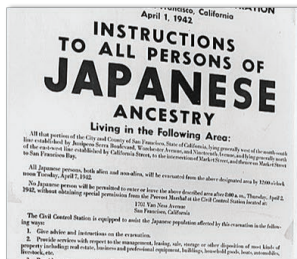
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History of Government and Race

Initially explicit



Government explicitly creates and maintains racial inequity

Became implicit



Discrimination illegal, but “race neutral” policies and practices perpetuate inequity.

Current opportunity: government for racial equity



Proactive polices, practices and procedures that advance racial equity

law was written in “race-neutral” language, the predominance of African Americans in these occupations created disparities in labor protection that exist to this day, as these jobs remain largely held by people of color and have never been incorporated into the NLRA.

The **Serviceman’s Readjustment Act of 1944**, also known as the **GI Bill**, is often credited for helping to build the modern American middle class. While this program did not include explicit racial language, there were significant disparities in its impact (Herbold, 1994–95). Tuition benefits were theoretically offered to African American veterans, but largely could not be used where they were excluded from white colleges, and space was not made available in overcrowded African American colleges. Banks and mortgage agencies refused loans to African Americans, and when African Americans refused employment at wages below subsistence level, the Veterans Administration was notified and unemployment benefits were terminated. As an example of the uneven impact of the GI Bill, of the 3,229 GI Bill guaranteed loans for homes, businesses, and farms made in 1947 in Mississippi, only two loans were offered to African American veteran applicants (Katznelson 2006).

In response to the many acts of government that created racial disparities and exclusion,

both explicitly and in effect, the Civil Rights movement of the 1960s put pressure on government to address inequity. These new laws include the Supreme Court ruling in *Brown v. Board of Education* that judged school segregation unconstitutional; the **Civil Rights Act of 1964**, which prohibited discrimination based on race, color, sex, religion, or national origin and desegregated public facilities; and the **Voting Rights Act of 1965**, which made racial discrimination in voting illegal.

Following the victories achieved during the Civil Rights movement, many overtly discriminatory policies became illegal, but racial inequity nevertheless became embedded in policy that did not name race explicitly, yet still perpetuated racial inequalities.

The New Deal and GI Bill policies described above showcase how even before civil rights legislation became the law of the land, policy makers had found ways to accommodate those who benefit from continued racial disparities while appealing to broader American ideals of fairness and equality.

Now, with a growing movement of government leaders examining the racial impacts of public policy on their communities, there is tremendous opportunity for the development of proactive policies, practices, and procedures that advance racial equity. We are seeing a growing

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field of practice of local and regional governments working to advance racial equity in a variety of realms, from internal hiring policies to criminal justice reform to education and workforce development.

B. A Definition of Racial Equity and Inequity

Equality and equity are sometimes used interchangeably, but actually convey significantly different ideas. Equity is about fairness, while equality is about sameness. We are not interested in “closing the gaps” by equalizing sub-par results. When systems and structures are not working well, they are often not working well for most people. Although they might work a little bit better for white people than for people of color, when they are broken, improvements work to the benefit of all groups.

Racial equity means that race can’t be used to predict success, and we have successful systems and structure that work for all.

What matters are the real results in the lives of people of color, not by an abstract conception that everyone has equal opportunity. As the historical examples above show, barriers to success attainment go far beyond whether the law contains explicit racial exclusion or discrimination. Because of the inter-generational impacts of discrimination and continued disparities due to implicit bias, policies must be targeted to address the specific needs of communities of color. This means that sometimes different groups will be treated differently, but for the aim of eventually creating a level playing field that currently is not the reality.

C. The Difference between Explicit and Implicit Bias

We all carry bias, or prejudice. Bias can be understood as the evaluation of one group and its members relative to another. Acting on biases can be discriminatory and can create negative outcomes for particular groups.

In its 2013 annual review, the Kirwan Institute defined implicit bias as, “attitudes or stereo-

types that affect our understanding, actions, and decisions in an unconscious manner.” Much of the literature suggests that these biases are activated unconsciously, involuntarily, and/or without one’s awareness or intentional control” (Kirwan Institute, 2013). These attitudes are often outside the consciousness of an individual and are often acted upon involuntarily. Individuals may be unaware that they possess these potentially unfavorable opinions and fail to connect these unconscious biases to their actions.

Unconscious biases are created through historical legacies and life experiences and influences from other individuals, but are difficult to pinpoint where they were actually developed. While expressions of explicit bias are no longer deemed acceptable in most of American society and, as a result, have declined significantly over the past half-century, implicit bias has been shown to be persistent and widespread (Blair et al. 2011).

Implicit bias increases the difficulty in perceiving and resolving the existence of racial inequality. The “Implicit Association Test” (IAT), pioneered by Greenwald, McGhee, and Schwartz, is a helpful tool for measuring bias and revealing the extent to which we all hold biases without realizing it. Understanding the predictability and unconsciousness of racial bias can help government employees recognize the effect their individual actions and institutional policies have on racial inequity if not addressed through intentional change efforts.

EXAMPLES OF IMPLICIT BIAS IMPACT

In 1970, female musicians made up 5 percent of all players in the top five symphony orchestras in the US, but are 25 percent today. Research has shown that 25–46 percent of the increase can be explained by the use of “blind” auditions—auditions that happen behind a screen so that the conductor cannot see the identity of the auditioner (Goldin and Rouse, 1997).

Researchers responded to fictitious resumes for help-wanted ads in Boston and Chicago newspapers, assigning each resume to either a very “African American-sounding” name or a very “white-sounding” name. Resumes with ostensibly white names garnered 50 percent more callbacks than the African Ameri-

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Explicit Bias	Implicit Bias
Expressed directly	Expressed Indirectly
Aware of bias	Unaware of bias
Operates consciously	Operates Unconsciously
E.g. Sign in the window of an apartment building—"We don't rent to_____."	E.g. A property manager doing more criminal background checks on African Americans than on whites.

can-sounding names, which occurred across occupations and industries (Bertrand and Mullainathan, 2003). Further, for the names deemed white, a higher-quality resume elicited 30 percent more callbacks whereas for African Americans, it elicited a far smaller increase.

In a similar study, teachers are more likely to label a student with multiple disciplinary incidents a troublemaker if the student has an African American-sounding name, without knowing the student, and only seeing the name on the record (Okonofua and Eberhardt, 2015).

In an analysis of over 600 capital cases in Philadelphia between 1979 and 1999 involving an African American defendant, researchers found that the more stereotypically "Black" a defendant is perceived to be, the more likely that person is to be sentenced to death, but only if the victim is white (Eberhardt, 2006).

WHAT TO DO ABOUT BIAS?

Several studies have found that when attention is paid to the source of an implicit bias that may be affecting one's judgment, the effects of that intervention can be reduced or avoided (Greenwald and Banaji, 1995).

In a 12-week longitudinal study, people who received the intervention showed dramatic reductions in implicit race bias (Devine et al., 2012). People who were concerned about discrimination or who reported using the strategies showed the greatest reductions. The intervention also led to increases in concern about discrimination and personal awareness of bias over the duration of the study. People in the control group showed none of the above effects. In addition, focusing on areas of inequity allows institutions to develop intervention strategies. "Blind auditions" or remov-

ing names from resumes is an example of an institutional strategy to address implicit bias.

D. The Difference between Individual, Institutional, and Structural Racism

Part of the anxiety around talking about race can be attributed to the idea of racism at the individual level. "Racial anxiety," according to The Perception Institute, refers to "the heightened levels of stress and emotion that we confront when interacting with people of other races. People of color experience concern that they will be the subject of discrimination and hostility. white people, meanwhile, worry that they will be assumed to be racist. Studies have shown that interracial interaction can cause physical symptoms of anxiety and that our non-verbal behaviors—making eye contact, using welcoming gestures or a pleasant tone of voice, for example—can be affected as well. When everyone in a conversation is anxious that it will turn negative, it often does. This causes a kind of feedback loop where the fears and anxieties of both white people and people of color are confirmed by their everyday interactions.

Recognizing the different forms racism can take is important for us to bring about change. When we recognize that racism operates at the individual, institutional, and structural level, we can move beyond individual anxiety and focus on institutional and structural change.

The following definitions of each help to set shared vocabulary to talk about racism with the level of specificity that is required to have productive conversations about race and how to work together to promote racial equity.

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Individual racism—The room we’re all sitting in, our immediate context.

Individual racism is pre-judgment, bias, or discrimination by an individual based on race. Individual-level racism includes both internalized racism—our private beliefs and biases about race and racism that are influenced by our culture—as well as interpersonal racism, which occurs between individuals when we interact with others and our private racial beliefs affect our public interactions (*Race Forward* 2014). Internalized racism can take expression as prejudice toward others, internalized sense of inferiority experienced by people of color, and beliefs about superiority or entitlement by white people.

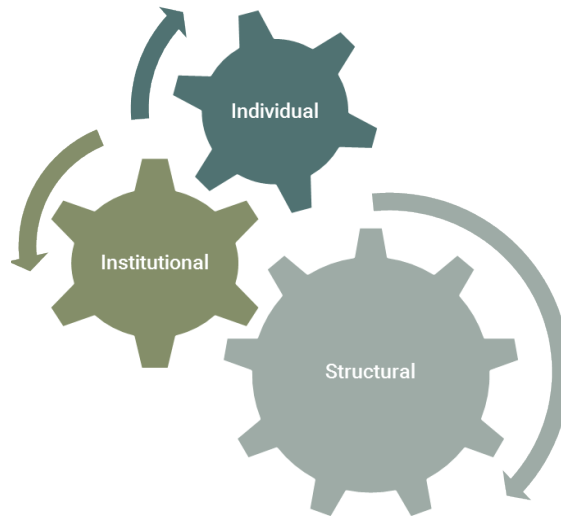
Institutional racism—The building this room is in, the policies and practices that dictate how we live our lives. Institutional racism includes policies, practices and procedures that work better for white people than for people of color, often unintentionally or inadvertently.

Institutional racism occurs within institutions and organizations such as schools, businesses, and government agencies that adopt and maintain policies that routinely produce inequitable outcomes for people of color and advantages for white people (*Race Forward* 2014). For example, a school system that concentrates people of color in the most overcrowded schools, the least-challenging classes, and taught by the least-qualified teachers, resulting in higher dropout rates and disciplinary rates compared with those of white students.

Structural racism—The skyline of buildings around us, all of which interact to dictate our outcomes.

Structural racism encompasses a history and current reality of institutional racism across all institutions, combining to create a system that negatively impacts communities of color. Structural racism is racial bias among interlocking institutions and across society, causing cumulative and compounding effects that systematically advantage white people and disadvantage people of color (*Race Forward* 2014, *Lawrence* 2004).

This structural level of racism refers to the history, culture, ideology, and interactions of institutions and policies that work together to



perpetuate inequity. An example is the racial disproportionality in the criminal justice system. The predominance of depictions of people of color as criminals in mainstream media, combined with racially inequitable policies and practices in education, policing, housing and others combine to produce this end result. And while some institutions play a primary responsibility for inequitable outcomes, such as school districts and disproportionate high school graduation rates, the reality is that there are many other institutions that also impact high school graduation rates, such as health care, criminal justice, human services, and more.

ONCE THERE IS AN understanding that a shared analysis is imperative to developing and implementing a strategy towards addressing racial equity, jurisdictions need to determine ways to achieve this shared analysis. In the spotlights that follow, you will find examples of how developing and using a shared analysis of racial equity has played an important role in practice.

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SPOTLIGHT ON Dubuque, Iowa



Intentional work to address organizational change around diversity and inclusion began in Dubuque, Iowa in 2006 with an organizational assessment and capacity-building to increase understanding and develop and implement institutional strategies that advance racial equity. This was carried out with the help of an outside consultant using an intercultural communication approach. Scenario-based workshops using adult learning principles were implemented with all government workers, focusing on cultural communication and conflict styles and introducing tools to assist employees in developing their personal skills. The training reduced defensiveness, established a common language, and empowered employees with an alternate narrative and tools to develop shared understanding in order to more successfully navigate deep cultural differences. This training is still given to all government employees, as well as many members of the community who have become ambassadors in the community.

Work inside the city has been supplemented by work in the community with the creation of Inclusive Dubuque in 2013. Currently, its focus is both internal and external. For example, internally, a cross-departmental recruitment and retention team is working to recruit a more diverse applicant pool. Externally, the focus has been largely on capacity-building with local non-profit organizations and the Dubuque Community School District and developing a community-wide Equity Profile.

Inclusive Dubuque

Inclusive Dubuque is a community network of leaders committed to supporting an equitable and inclusive culture to meet the economic and cultural needs of a diverse community. It is comprised of faith, labor, education, non-profit, and government leaders. The vision is a community where all individuals feel respected, valued, and engaged. Inclusive Dubuque network partners have funded roles at the Community Foundation of Greater Dubuque, which serves as a hub for data and communication. Inclusive Dubuque is currently creating a Community Equity Profile, with the goal of increasing understanding of Dubuque's population not only around race, but also gender, socioeconomic status, religion, and more.

The Equity Profile will provide a snapshot of how diverse populations are affected by societal systems in Dubuque. The particular focus areas include economic well-being, housing, health, education, neighborhood safety, transportation, and arts and culture. The research for the Equity Profile will be completed in 2015 and includes quantitative population level data, community surveys, community dialogue sessions to share experiences, and meetings with focus area specialists.

To Learn More

Inclusive Dubuque (includedbq.org)
Community Foundation of Dubuque (www.dbqfoundation.org)

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SPOTLIGHT ON Saint Paul, Minnesota



Mayor Chris Coleman launched the City of Saint Paul's racial equity work after being inspired by Valeria Silva, the city's district superintendent of schools. Superintendent Silva brought to the Mayor's attention that while Saint Paul was a majority white city, white students made up only 28% of the public school population in the public schools in the city. The school district had been working for a year with Pacific Educational Group when Superintendent Silva invited the Mayor and County Manager, elected officials and senior staff to attend a two-day joint racial equity training. This led to the formation of a three-jurisdiction racial equity leadership group that continues today. The Mayor, along with Ramsey County administration, committed their jurisdictions to deepen their respective racial equity efforts.

Due to the initial focus on schools, the city started bringing together departments serving youth: Parks, Library, and Police—with supporting departments including Human Resources, Human Rights & Equal Economic Opportunity, and the Mayor's Office. The Mayor's Office organized a series of "Beyond Diversity" sessions with department heads, learning about personal biases, and examining how racial equity issues play out in their current work. The city is focusing on internal operations, recognizing the impact of internal operations on racially disparate outcomes in the community.

In 2015, Mayor Coleman directed all departments to develop annual racial equity plans. Departments are focusing on their own lines of business, improving data collection and the ability to disaggregate data, and using a Racial Equity Assessment Tool to examine key policy, procedure and service decisions. Departments are also developing Racial Equity Change teams.

Mayor Coleman has set a goal that by end of his term on December 31, 2017, all 3,000 employees will have participated in foundational racial equity training. To date, 90% of 500 supervisors have been trained and the response has been positive. A new one-day foundational training was launched in late summer 2015 to all city departments and will be led by a team of trained City staff. Saint Paul Police Department will be training its staff using complementary training module that is customized for police departments. Saint Paul is employing a "train the trainer" approach so that internal expertise is built across departments.

Finally, the City's Emerging Leaders have launched a project to develop a portfolio of tools, case studies and recommendations for deeper and more inclusive community engagement in city operations and policy-making. The six-person team is interviewing racial equity leads from other cities, as well as local community organizations, to inform their recommendations to the Mayor for ways

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to improve community participation in shaping policy and programs. The Mayor, school district, and Ramsey County have continued to collaborate publicly on issues of racial equity. The three jurisdictional leaders meet monthly on education, racial equity and youth issues, and a broader group of jurisdictional leaders meet three times annually for training and shared learning. Although each jurisdiction is at a different stage of its work and they do not always share a common language or framework, the shared learning sessions have built trust and knowledge based on a shared vision of and commitment to racial equity. This has played out in several episodes in the past year where the school district and superintendent have been challenged for their changes to disciplinary policies, mainstreaming Emotional Behavioral Disability and English Language Learner students, and realigning resources more equitably across schools. The Mayor has been a strong, public voice in support of the Superintendent, as have county staff and elected officials. The three partners have developed a strong collaboration on racial equity.

Saint Paul staff believe that a key factor in the progress the city of Saint Paul has made is due to Mayor Coleman's leadership. With a strong-mayor system of governance, Mayor Coleman has been able to make racial equity a priority and implement that priority city-wide.

To Learn More:

City of Saint Paul, contact jane.eastwood@ci.stpaul.mn.us.

Saint Paul Public Schools Office of Equity (<http://equity.spps.org/>)

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2. BUILD ORGANIZATIONAL CAPACITY FOR RACIAL EQUITY

INSTITUTIONS ARE DESIGNED, by intention or via perpetuation of the status quo, to maintain racial equity. After the Civil Rights victories of the 1960s, instead of redesigning government to advance racial equity, the status quo remained and implicit bias and institutionalized racism were baked in even deeper. To advance racial equity, it is critical to build organizational capacity.

Building capacity for racial equity work takes two important forms: training and infrastructure.

Training increases understanding of institutional and structural racism and use of racial equity tools. Training is designed not only for individual learning about institutional racism, but more importantly, training is focused on building skills to implement strategies that promote racial equity in employees' daily work. While some jurisdictions have required racial equity training for all employees, others have begun with a voluntary program, developing a core of natural allies to help grow buy-in across the jurisdiction. Some jurisdictions have found that training may be better received if framed as professional development rather than another mandatory training added to a long list of other trainings—such as customer service or workplace ethics—that employees are required to attend. Whether it is mandatory or voluntary, called training or professional development, investing in building a common understanding among employees about the jurisdiction's equity goals and analysis and its

key strategies to achieve them is critical.

In a review of various approaches to increasing workforce diversity, Kim et al. (2012) grouped diversity training in the category of “progressive programs that have failed to increase workforce diversity.” The diversity trainings reviewed by Kim et al. were noted as ineffective because they resulted in resistance from participants rather than encouragement to work toward the goal of workplace diversity. Kim et al. went on to describe programs that were effective at increasing workforce diversity, and included task forces that “engage managers from across the firm in seeking solutions to stubborn problems of recruitment, retention, and promotion.” Although this research focused on diversity and representation, the lessons learned are informative. Effective training must meet participants “where they’re at” and engage people in developing solutions.

Building infrastructure. Capacity-building is critical to any large-scale organizational effort, regardless of sector or issue area (Eade, 1997). This is no different when considering how to implement a strategy to advance racial equity. Drawing insight from the literature on collective action, the collective impact model, and building management capacity, organizational infrastructure must be created that enables a diverse array of stakeholders to work toward a shared vision of equity. Change will not occur if just one person or department is assigned the duties of advancing equity. Staff teams within every department must be sufficiently knowledgeable, equipped with the necessary tools, and given responsibility for incorporat-

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ing racial equity policies and processes into their regular job duties if a jurisdiction is to advance its goals successfully.

The “tipping point” concept popularized by Malcolm Gladwell (2000) has been adopted by organizational change theorists to identify the conditions under which organization-wide change is possible. Dr. Andrea Shapiro, a scholar of behavioral decision making and founder of the consulting group Strategy Perspective, argues that organizations change when engaged employees recognize both why the change is needed and the potential of the proposed solution. She notes that whole-system change requires people who are powerful and vocal advocates for change ideas, interaction between advocates and others who are apathetic about the change, and an internal work environment that supports the change process and the change ideas (2003). Shapiro has identified seven “levers of change” that set employee engagement in motion and give it momentum. Each of the seven levers require attention and planning for successful change management.

The City of Seattle’s **Race and Social Justice Initiative (RSJI)** contracted with Dr. Shapiro to train racial equity leaders in “Creating Contagious Commitment” and demonstrate how capacity can be built through the development of organizational infrastructure to support change.

RSJI helped to create “change teams” in every city department. Change teams lead racial equity work in their department with the help of an Executive Sponsor and a liaison from RSJI. Each department has developed an annual work plan for racial equity since 2007, which can be found on the City of Seattle’s website. Although consistency has varied between departments, over the course of years, the overall quality has improved, with more meaningful actions being implemented. The way in which Seattle has used “tipping point” organizational change strategies provides a useful example, outlined below.

Seven Levers of Change from Andrea Shapiro

The first two levers deal with making sure everyone knows about the change—they are

called **mass exposure** and **personal contact**.

Seattle implemented an RSJI e-newsletter and Introductory Racial Equity workshops for all employees. Using a “train-the-trainer” approach, Seattle sought to maximize contact between racial equity advocates and others so that employees had the opportunity to learn about racial equity from people who understood and valued it. These contacts built trust and offered opportunities to ask questions, raise concerns, to learn firsthand about advantages, and to hear about potential pitfalls.

The next two levers of change deal with **re-sistance and expertise**. Whatever is driving resistance should determine how to deal with it. When the topic is race, there are many commonly asked questions, such as “Isn’t this just about income, why are we talking about race?” or “I just treat people like people, I don’t know why we are talking about race?” These sorts of questions are often asked with good intent, and it is important to avoid assumptions and listen to concerns. Questions can also alert change leaders to issues that can be addressed before they develop into full-blown problems.

Seattle developed ongoing strategies to deal with resistance, including a range of approaches to skill development and making sure to respond to frequently asked questions.

Expertise is a critical lever for advancing change. Identifying and/or developing internal advocates across functions and at varying levels of hierarchy is critical. Hiring expertise from outside is sometimes necessary, but it comes with the potential to alienate existing employees. Sometimes internal talent can be developed; other times, external expertise is needed. Recognize the potential side effects of bringing in experts and take steps to mitigate or compensate for these effects in advance, thus minimizing negative side effects.

For Seattle, internal expertise was developed with the occasional use of outside expertise. People’s Institute for Survival and Beyond, Crossroads, Western States, Race Forward,

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Center for Social Inclusion, and PolicyLink were all national organizations that helped to build Seattle's internal expertise.

The final three levers of change deal with fostering an environment that supports the change. These are **investing in infrastructure**, such as tools and processes; **recognizing the role of leaders** in setting an example and expectations; and **rewarding and recognizing accomplishments**. Every change requires some form of infrastructure. Leaders who make the case for the change clear and integrate data from the change into their own decision making thereby signal that the change is important to the organization. Rewarding and recognizing employees' efforts in implementing the change program is another way to make it clear that the organization is serious.

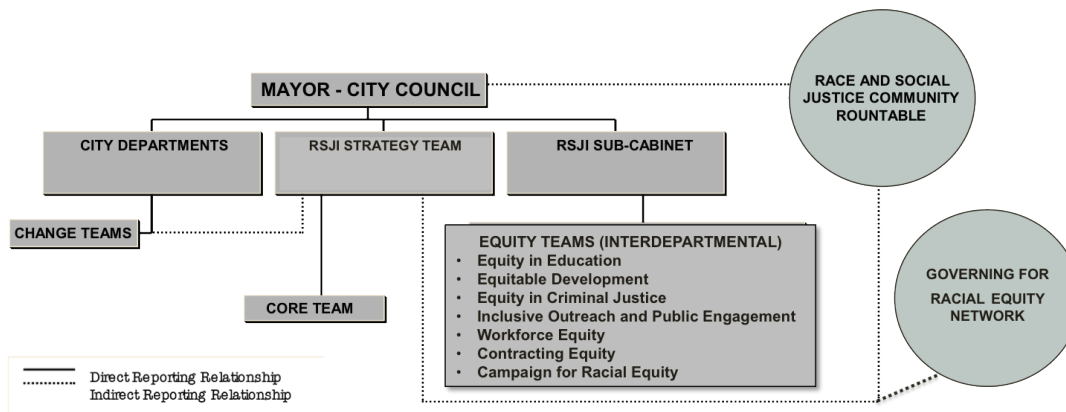
In Seattle, the development of annual Racial Equity work plans, use of a Racial Equity Tool (see section 3 for more detail), support from the Mayor and departmental directors in integrating racial equity into accountability agreements, and special events to recognize

accomplishments all helped foster an environment that is supportive of change.

Each of the seven levers of change is important, but it is the levers taken together that can be used to make racial equity sustainable within government (strategyperspective.com).

WHILE THERE IS NO SINGLE MODEL for what shape racial equity infrastructure takes, jurisdictions should carefully consider how they will build the capacity to take on ambitious equity goals effectively. In some jurisdictions, such as Multnomah County, Oregon and Alameda County, California, racial equity strategies have first taken hold in a particular agency, such as Public Health, and later grown into a government-wide initiative. The figures on the following page provide two examples of how jurisdictions have designed organizational infrastructure to advance racial equity goals.

Capacity Building in Seattle Race and Social Justice Initiative Organizational Chart



Working Groups

RSJI Strategy Team – The Initiative managing team from the Seattle Office of Civil Rights (SOCR)

Change Team – A group of employees in each department that help implement RSJI activities and work plans.

Core Team – A Citywide leadership development team of 25 people that work with IDT's to implement RSJI activities.

RSJI Sub-Cabinet – Department Directors or deputies who advise and review RSJI activities.

Interdepartmental Teams – Convened by lead departments to develop and implement Citywide strategies and community partnerships to address racial inequity.

RSJ Community Roundtable – A coalition of 25 government and community based organizations working for racial equity in King County.

Governing for Racial Equity Network – A regional network of government agencies in Washington, Oregon and northern California working on issues of equity.

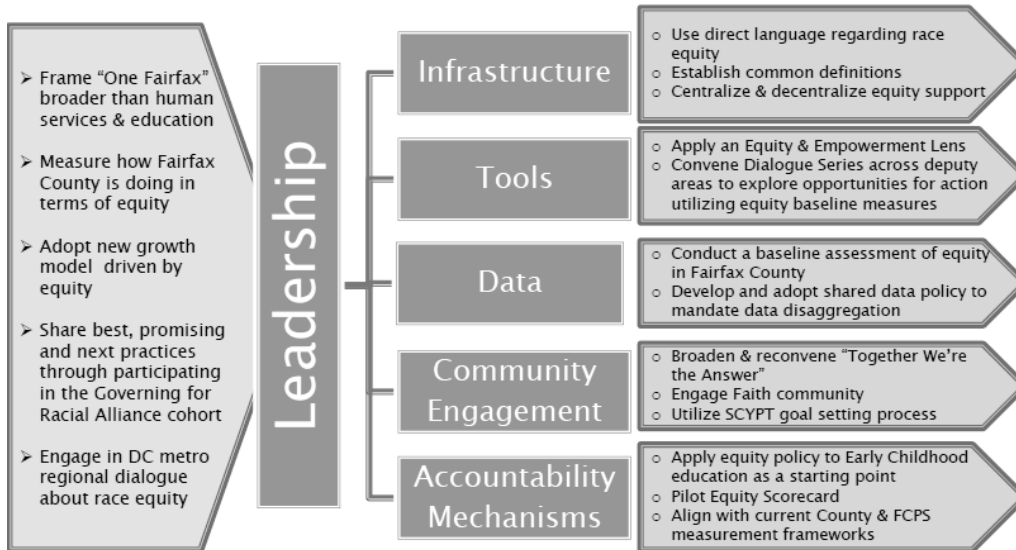
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Capacity Building in Fairfax County Strategic Plan to Advance Opportunity and Achieve Racial Equity

September, 2014



Citywide Racial Equity Goals & Strategies, City of Portland

CITYWIDE RACIAL EQUITY GOALS & STRATEGIES



OFFICE of EQUITY
and HUMAN RIGHTS
CITY OF PORTLAND

EQUITY GOAL #1

We will end racial disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.

EQUITY GOAL #2

We will strengthen outreach, public engagement, and access to City services for communities of color and immigrant and refugee communities, and support or change existing services using racial equity best practices.

EQUITY GOAL #3

We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

OVERALL STRATEGIES

- 1 Use a racial equity framework:**
Use a racial equity framework that clearly articulates racial equity; implicit and explicit bias; and individual, institutional, and structural racism.
- 2 Build organizational capacity:**
Commit to the breadth and depth of institutional transformation so that impacts are sustainable. While the leadership of electeds and officials is critical, changes take place on the ground, through building infrastructure that creates racial equity experts and teams throughout the city government.
- 3 Implement a racial equity lens:**
Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own. It is essential to use a racial equity lens when changing the policies, programs, and practices that perpetuate inequities, and when developing new policies and programs.
- 4 Be data driven:**
Measurement must take place at two levels—first, to measure the success of specific programmatic and policy changes; and second, to develop baselines, set goals, and measure progress. Using data in this manner is necessary for accountability.
- 5 Partner with other institutions and communities:**
Government work on racial equity is necessary, but insufficient. To achieve racial equity in the community, government needs to work in partnership with communities and institutions to achieve meaningful results.
- 6 Operate with urgency and accountability:**
When change is a priority, urgency is felt and change is embraced. Building in institutional accountability mechanisms using a clear plan of action will allow accountability. Collectively, we must create greater urgency and public commitment to achieve racial equity.

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SPOTLIGHT ON

Multnomah County, Oregon

Racial equity work in Multnomah County began within the Health Department, where a Health Equity Initiative was launched in 2008. The Initiative formed in response to a report on racial and ethnic health disparities in the county. Health Equity Initiative staff began developing shared analysis of the problems revealed by the report by screening the four-hour PBS documentary, *Unnatural Causes: Is Inequality Making Us Sick?* and hosting discussions of the film. Over 500 county officials and community members participated in 57 screenings of the film. The screenings gave participants new ways to talk about equity, and provided shared language to raise the level of conversation.

These film-inspired conversations about the impact of inequality on health and the kinds of policies needed to address inequity set the stage for Multnomah County Health Department to build and expand equity-centered programs such as the Future Generations Collaborative in the Native American community and the Healthy Birth Initiative in the African American community. Eighty-eight percent of Healthy Birth Initiative participants initiate prenatal care, more than the county's white population and higher than the county's overall prenatal care entry rate.

Putting racial equity at the center and using a social determinants of health framework of analysis led the Multnomah County Health Department (MCHD) to engage in work outside of its traditional realm. Social determinants of health refer to the interplay between factors affecting a person's life beyond health behaviors or physiological problems, including systems such as the economy, transportation, and neighborhood context (Social Determinants of Health in Multnomah County). Recognizing that income is one of the primary social determinants of health, MCDH has worked with communities on micro-enterprise projects, using its leverage as a contractor to promote equitable practices, and is linking food access and health outcomes through the Healthy Retail Initiative (Health Equity Initiative Five-Year Reflection).

In 2010, Multnomah County expanded its equity work beyond the Health Department and created the Office of Diversity and Equity (ODE). Within two years after ODE's founding, a performance audit found that the office had gained respect among the county's 4,500 employees (Tims, 2012). Drawing from the Health Department's work, the county developed an Equity and Empowerment Lens to more intentionally examine and address root causes of inequities. In 2011, the Multnomah County Chair created a new position within the ODE to institutionalize and integrate the Lens County-wide (Equity and Empowerment Lens 2012).

The County now has staff dedicated to doing equity training and offers a full suite of trainings to build the capacity of county staff to have conversations about racial equity and apply those lessons to their work.

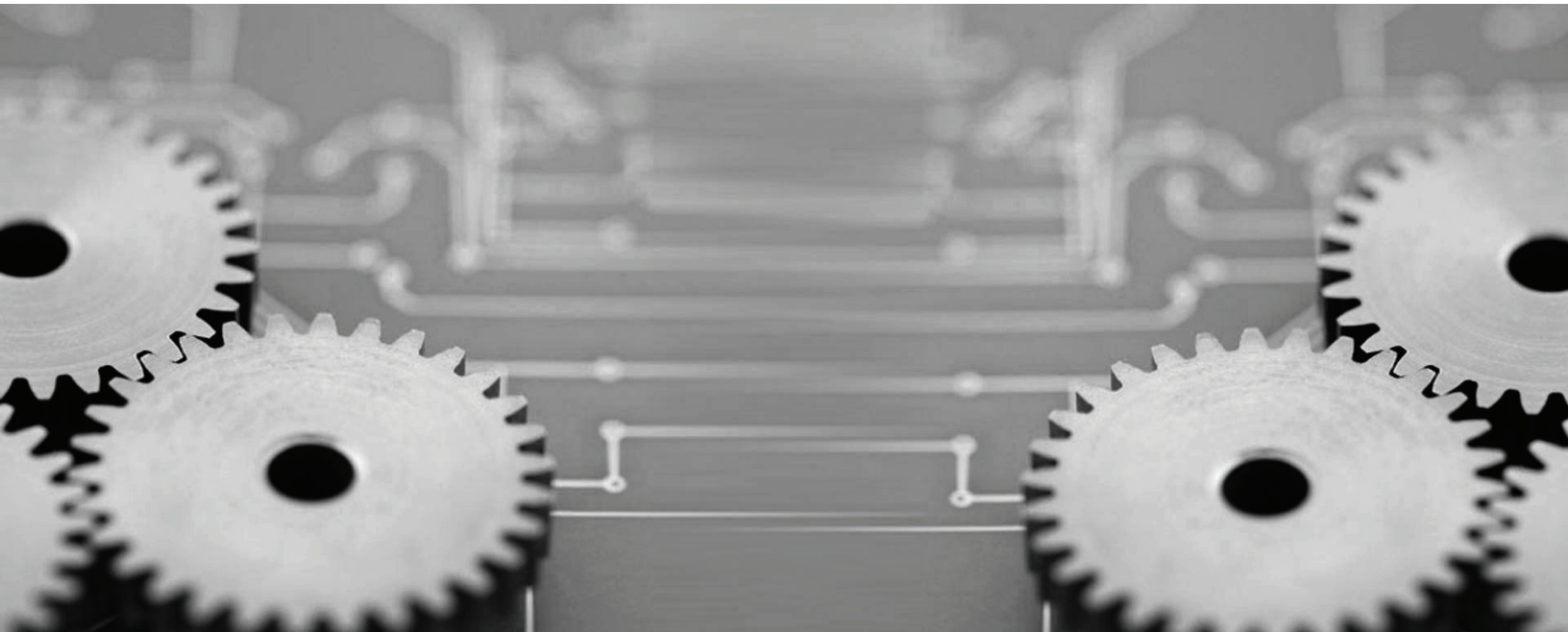
To Learn More

Multnomah Co. Office of Equity and Diversity (<https://multco.us/diversity-equity>)

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“The city of Seattle’s Racial Equity Toolkit takes the city from aspiration to implementation. City departments are using racial equity tools and strategies to develop and implement programs, policies, and procedures that move the needle towards racial equity for all.”

Patricia Lally
Director, Seattle Office of Civil Rights

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3. IMPLEMENT RACIAL EQUITY TOOLS

GIVEN THE RESEARCH THAT SHOWS we are all subject to implicit bias and behave in ways that reflect our biases, even without intention, it is not enough to set a shared goal of addressing equity and build teams dedicated to that goal.

Government must also create and implement tools that mechanize the practice of considering racial impact when making and implementing policy. Racial equity tools developed in Seattle, Multnomah County, and other jurisdictions have served as national models for embedding analysis of a policy's impact on racial disparities into the routine process of policy review. Use of a racial equity tool may begin with a particular government process, such as budget review, as occurred in Seattle. Once there is sufficient training around shared analysis and capacity built across departments, tools can be implemented as routine throughout all policy decisions and processes, such as new public works projects or changes to juvenile justice programs. In Seattle, the City Council passed a resolution in 2009 that directed all City departments to use the Racial Equity Toolkit, including in all budget proposals made to the Budget Office. This directive was reaffirmed by an executive order by Mayor Ed Murray in 2014. (See appendix for an example of a Racial Equity Tool used in Seattle.)

A Racial Equity Tool (or Impact Assessment) proactively identifies opportunities to advance equity via consideration of expanded policies, practices, programs or partnerships. To achieve maximum benefit, racial equity tools identify clear goals and objectives to set mea-

surable outcomes and develop mechanisms for successful implementation.

While each decision analyzed using a racial equity tool may only result in small changes, the cumulative impact of using a racial equity tool repeatedly over time can result in significant changes.

Government units have strong habits and practices that are difficult to interrupt, and bureaucratic institutions are in fact designed to stand the test of time. The initial resistance to and eventual acceptance of Environmental Impact Statements since the passage of the National Environmental Protection Act in 1970 can serve as a helpful example of how such a policy analysis tool can evolve over time to have significant impact (Kershner, 2011). Just as with Environmental Impact Statements, implementing racial equity tools requires consistent monitoring, assessment, and support to staff tasked with conducting the analysis. For example, in Minneapolis, city officials have set out not only to develop a Racial Equity Assessment and training for staff, but also to implement a

Components of a Racial Equity Tool

- Proactively seeks to eliminate inequities and advance equity
- Identifies clear goals, objectives, and measurable outcomes
- Poses questions about who would benefit or be burdened by a given decision, what are the potential unintended consequences of the decision, and who has been involved with developing the proposal and will be involved with implementation.
- Develops mechanisms for successful implementation

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customer service help-line, tutorials, a speakers bureau, examples of racial equity assessments, FAQs, data, and directories (Minneapolis 2014 Report).

GARE has identified common elements across racial equity tools. These elements can help inform the development, implementation, and evaluation of policies, programs, and practices that advance racial equity. Using a racial equity tool should incorporate each of the following:

1. Inclusion and Engagement—Promote racially inclusive collaboration and engagement.

- Engage people most deeply affected in developing and implementing strategies, both within government and in the community
- Develop long-term relationships for inclusion and engagement efforts to sustain results over time.
- Support and/or develop leadership, infrastructure and networks for racial equity, both in government and in the community.

2. Be data-driven and accountable—Use data.

- Set and monitor goals for achieving racial equity
- Clearly document and track community conditions over time, including racial inequities.
- Set goals for improving results and eliminating racial inequities, along with mechanisms for tracking progress towards goals over time.

3. Integrate program and policy strategies—Develop and implement program and policy strategies for eliminating racial inequity.

- Develop specific strategies, programs, and policies that should be explicit about addressing institutional racism, as well as expanding opportunity and access for individuals.
- Implement strategies and monitor routinely for effectiveness.

4. Structural change—Develop cross-sector, cross-jurisdictional partnerships to achieve systemic change.

- Build partnerships across institutions and organizations to address structural racism, in collaboration with community.

5. Educate and communicate about racial equity—Educate on racial issues and raise racial awareness.

- Integrate education about the history and current realities regarding race and racism into the strategy.
- Make clear connections between individual experiences and institutional and structural issues.

WITHIN GOVERNMENT, the aim is to create learning cultures that operate in accordance with a value for racial equity, celebrate success, recognize progress, and operate with urgency. Across jurisdictions, GARE is sharing lessons learned, and lifting up policies, practices and programs that advance racial equity.

Visit racialequityalliance.org for examples of racial equity tools that have been implemented in government. If your jurisdiction does not yet use a racial equity tool, consider piloting one that has been put into place elsewhere. Your experience during the pilot will help inform your thinking about any local customization that would be beneficial.

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SPOTLIGHT ON

Seattle, Washington



SOUNDERBRUCE/CREATIVE COMMONS

The City of Seattle created its Race and Social Justice Initiative (RSJI) in 2005, under the leadership of Mayor Greg Nickels. When Seattle created the RSJI, no other city in the country had created an initiative that focused on institutional racism. The creation of RSJI was motivated both by community pressure and by city staff who had already started work to address institutional and structural racism.

Initiative Infrastructure

RSJI is coordinated by a Strategy Team housed within the Seattle Office for Civil Rights. The team provides direction and support citywide. An RSJI Subcabinet, comprised of department heads, provides overall leadership guidance. Within each department, Change Teams made up of staff from across lines of business champion the initiative within their department. Every department submits an annual RSJI Work Plan, reporting to both the Mayor and City Council on their accomplishments annually. The Change Team supports the department's RSJI efforts by providing technical assistance, training, and support to ensure the work plan results in meaningful outcomes, including the department's use of the Racial Equity Toolkit.

The Racial Equity Toolkit

The Racial Equity Tool is an analysis applied to City of Seattle policies, programs and budget decisions. The City of Seattle has been applying the Racial Equity Toolkit for many years, but as the Initiative becomes increasingly operationalized, the expectation and accountabilities relating to its use are increasing. In 2015, Mayor Murray required departments to carry out four uses of the toolkit annually. This will become a part of department director's performance measures. The following examples are outcomes from use of the tool over the last few years.

A Woman's Right to Breastfeed in Public

In 2011, members of the Breastfeeding Coalition of Washington, the Seattle Women's Commission and the Seattle Office for Civil Rights worked together to address barriers women faced when breastfeeding in a public place. Many women had experienced harassment, were told to leave, cover up, or to move to another area while breastfeeding. The team applied a racial equity analysis to the issue to ensure the work was carried out inclusive of the voices of women of color.

The demographic data and public input, both part of the racial equity analysis, revealed that low rates of breastfeeding were having an impact on the health outcomes for communities of color.

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Many low-income women of color were frequent users of mass transit, resulting in less opportunity for private spaces to nurse during the course of the day. Furthermore, women shared that many incidents of harassment were taking place on public transit or in other public places. The analysis recognized the health benefit that breastfeeding provides to both women and babies and documented the fact that in Seattle, communities of color experience the lowest breastfeeding rates and the highest rates of preterm birth, infant mortality, maternal mortality, diabetes, and obesity.

The outcome of this process was the amendment of Seattle's Public Accommodations ordinance to include protections for a woman's right to breastfeed. The Office for Civil Rights also wanted to ensure that outreach was culturally appropriate, so they partnered with a local organization called WithinReach to develop outreach materials for the public and businesses. In this instance, the targeted racial equity goal was clearly to increase health outcomes for people of color. The universal benefit was that a law was passed that protects and increases health outcomes for all women.

Job Assistance Ordinance

The Seattle Office for Civil Rights worked with Village of Hope, Sojourner Place Transitional Services, and other community groups representing those who face barriers to jobs due to a conviction record. City staff applied the Racial Equity Tool to collect demographic information on whom was impacted and gather input. Public meetings included fact sheets that highlighted data showing the compounding effect of a criminal record on communities of color due to racial inequities in the criminal justice system and racial bias in hiring.

As a result of community stakeholders and City Councilmembers working together, an ordinance passed regulating the use of criminal records in employment. The ordinance acknowledged that this issue was one that impacted all communities (1 in 3 people have a criminal record) but that it disproportionately impacts communities of color. The ordinance directed SOCR to collect demographic information on charging parties to ensure that thorough outreach was reaching those most impacted by the barriers to employment. During the first year of implementation, half of charging parties were people of color.

The application of a racial equity lens ensured that the ordinance included mechanisms to track the effectiveness of the law in addressing racial inequities in hiring and impacts of the criminal justice system on communities of color.

El Centro de la Raza Plaza Project

El Centro de la Raza's Plaza Roberto Maestas project is an excellent example of equitable development—new development that benefits rather than displaces existing residents and businesses of a multicultural community experiencing gentrification and rising costs of living. El Centro wisely purchased the parking lot in front of their headquarters on Beacon Hill years before light rail service began and land values rose sharply. With low-cost land and an ambitious vision, they developed a project proposal that would meet community needs and directly address racial and social disparities related to housing, jobs, social services, and transportation. El Centro's application to the Seattle Office of Housing for an award from Seattle's Housing Levy was the largest request in the Levy's 30-year history, \$7.9 million. Traditional underwriting standards and procedures would have denied the request. However, the Office of Housing used a racial equity framework to supplement the underwriting process and ultimately made the award.

For More Information

City of Seattle Race and Social Justice Initiative (www.seattle.gov/rsji)

Seattle Racial Equity Toolkit (http://www.seattle.gov/Documents/Departments/RSJI/RacialEquity-Toolkit_FINAL_August2012.pdf)

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SPOTLIGHT ON

Madison, Wisconsin

Beginning in 2013, Madison began working on issues of racial equity from the inside out.

A focus on racial and health equity started in the Public Health Department, which is the only city-county department in Madison and Dane County. Data had consistently shown a link between race and health problems, such as diabetes and obesity. Additionally, the City's Department of Civil Rights has historically worked on workforce equity issues within and throughout the city—through Affirmative Action and Equal Opportunities programs. Mayor Paul Soglin and City Council members reached out to the Health and Civil Rights Departments to start drafting strategies that looked deeply at racial equity in Madison and Dane County.



In the fall of 2013, the Health Department and Department of Civil Rights drafted a resolution to lay the groundwork. With the help of 20 government employees representing half the departments in Madison, the team looked at other cities and what frameworks would work best. This group of employees consisted of members from multiple departments who were experts in their own fields of work, as well as employees who thought about topics that cut across departments.

Utilizing tools, training, data, and the initial report on racial equity, recommendations were developed in April 2014. After that, another resolution was written to formally adopt recommendations and begin implementing chosen strategies. The core team of 20 employees has expanded to 35, including nearly all departments in Madison.

The resolution established three goals for the city to focus its efforts on: Equity in City Operations, Equity in City Policy and Budget, and Equity in the Community.

A subcommittee consisting of core team members was formed to create and research racial equity tools. By looking at other jurisdictions like Seattle and Multnomah County, Madison determined that it needed to develop a tool that was customized and asked the right questions with minimal training. Two tools were created, a comprehensive version for significant decisions and a fast track version to be used only for low-stakes decisions. Both emphasize the need for stakeholder involvement and not just the people using the toolkit. As of April 2015, the toolkit has been used on at least seven different projects.

To learn more

City of Madison Racial Equity and Social Justice Initiative (<https://www.cityofmadison.com/mayor/priorities/racialequity.cfm>)

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SPOTLIGHT ON

Minneapolis Park & Recreation Board, Minnesota

Before building out an initiative agency-wide, the Minneapolis Park and Recreation Board (MPRB) racial equity work team began with several pilot projects, experimenting with different approaches to applying a racial equity lens to MPRB's work. In this way, MPRB is developing a shared analysis, building capacity, and implementing tools simultaneously in order to test what works and determine what an agency-wide strategy should look like in their specific context. Three of these pilot projects—which highlight the implementation of racial equity tools—are described below.



Bossen Field Renovation

MPRB is planning a \$2 million renovation of this park, which is a dual use facility, including softball fields used by players across the city as well as recreational facilities that are used by the park's neighborhood residents. The project manager and Community Engagement staff made a plan to train project team staff in racial equity (about 10 individuals, including all functions related to the park, project managers as well as maintenance workers) and to use a tool adopted from model jurisdictions (Seattle and Multnomah County) to rethink how they make decisions related to the renovation with the goal of finding solutions that work for all. Bossen Field is located in a diverse neighborhood of Minneapolis. Residents include several immigrant groups and are predominantly renters. Because Bossen Field is one of the few locations where leagues can play softball, the park is heavily used by people from other parts of the city/suburbs who do not share the same demographics as residents of the neighborhood. Local residents, particularly immigrant families, prefer soccer to softball, and report the experience of being "kicked out" of their neighborhood park when outsiders arrive and explain that they have reserved the field. This means that in developing a renovation plan, MPRB is faced with decisions about how to serve multiple constituencies with different—and sometimes conflicting—interests.

The project team utilized a variety of outreach and engagement tools to ensure that the needs and interests of neighborhood residents are being heard in the process. Through reflective conversations among the staff team, members agreed that while Bossen Field currently serves a constituency that is city-wide, the needs of neighborhood residents—who face barriers to benefiting from the parks and do not necessarily have the ability to travel to parks in other parts of the city—should be given serious consideration in the process.

While the project is still in development, the project team has learned that there are areas of common interest—the softball groups don't like kicking neighborhood kids off of the fields any more than the kids enjoy getting kicked off. Together, they are working on solutions to notify everyone of when field space is reserved and when it is available. MPRB will also be making a plan for how to

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increase understanding among local families about how to register for park programs, expanding programs, and ensuring that instructions are accessible in a variety of languages.

South Service Area Master Plan

MPRB is conducting a master planning process for a quarter of the city's parks, including all parks in the south part of the city and their outdoor facilities, such as basketball courts, tennis courts, playgrounds, and wading pools. The project team responsible for the master plan participated in racial equity training in preparation for the process. The MPRB has taken a broader approach to applying a racial equity lens to this project. A key component of this approach has been in recruiting the Community Advisory Committee for the project. Because members of such city committees tend to be disproportionately white, middle class, and older residents, the project team made a concerted effort to recruit a diverse group of committee members, sending the application to join the committee to partner organizations that work in diverse parts of the city. The project team succeeded in recruiting a committee that reflects the demographics of the part of the city that the master plan will affect, which included Latina, Somali, African American, and Native American members. The Community Advisory Committee has been asked to hold the MPRB accountable to its racial equity goals, ensuring that no groups are left out of the process.

RecQuest

MPRB is conducting an assessment of its recreational centers and programs and develop a vision for the next 20 years. Because this is such a high impact process, which will impact recreation service delivery citywide, MPRB wanted to ensure that it incorporated a racial equity analysis. MPRB decided to contract with a local community organization, Voices for Racial Justice (VRJ), to conduct a racial equity assessment. This is an interesting moment in MPRB's relationship with the community, as VRJ has for the past 30 years organized from the outside—for over 30 years—to push for changes to MPRB and City of Minneapolis policy that they felt did not promote racial equity.

MPRB Community Outreach & Access Manager Michelle Kellogg began a series of conversations with VRJ, and over the course of several months, built a relationship of trust in which MPRB expressed its need for help in addressing equity issues. The assessment process will involve holding listening sessions in the community, a review by VRJ of the questions being asked in the process, assistance in developing the community engagement plan, and an evaluation of programming offered and demographics of whom is being served. When proposals are made in the MPRB vision, VRJ will assess whether any of the proposals will have a disproportionate impact on particular racial groups.

To Learn More

Michelle Kellogg, Minneapolis Park and Recreation Board (MKellogg@minneapolisarks.org)

Voices for Racial Justice (voicesforracialjustice.org)

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“You want your efforts to be included, you want to be counted in the positive change that we’re all going to make, so that everyone can say, ‘together, we were able to do this.’”

Karla Bruce, Director
Dept. of Neighborhood
and Community Services

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4. USE DATA AND METRICS

DATA RELATING TO RACIAL inequities is often readily available. What is more frequently lacking, however, are strategies for closing the gaps and tracking progress over time. It is not enough to have data, we must also use data, and this includes data at multiple levels. If our goal is to eliminate racial inequities and improve success across all groups, it is important that we track our impact. At the same time, measurement at the program level is also important to track the impact of specific public sector investments and policy changes.

An oft-repeated saying in government is “what gets counted, counts.”

As in all public sector work, accountability is critical to successful racial equity initiatives.

Unlike some government projects, however, impact is sometimes difficult to measure. There are many factors that contribute to social and economic outcomes of people from different racial groups. Nevertheless, using data and metrics to track progress of a jurisdiction’s racial equity initiatives and to follow trends in racial disparities is important and there are some models emerging on how to do this well. Without the use of data and metrics to evaluate progress, it is difficult to keep staff motivated to work toward collective goals, particularly goals as ambitious as achieving racial equity (Behn, 2003). Metrics also facilitate alignment of outputs with outcomes and the coordination of efforts across many actors

within government (Kania and Kramer, 2011).

Research also indicates that implicitly biased behavior is best detected by using data to determine whether patterns of behavior are leading to racially disparate outcomes—making the use of data for racial equity work especially important (Godsil et al, 2014). Policy organizations focused on racial equity have developed new tools—such as the National Equity Atlas and the Regional Equity Atlas in Portland—to analyze a variety of demographic and economic data to measure equity in metropolitan regions across the country.

The **Regional Equity Atlas** has been used to affect policy in a variety of areas in the Portland metro region, such as in the transportation system. The Portland Bureau of Transportation (PBOT) used the Equity Atlas data to inform and motivate the development of East Portland in Motion, a five-year implementation strategy for active transportation projects and programs east of 82nd Avenue, an area that has high concentrations of low-income populations and people of color and limited active transportation options. PBOT also used the Equity Atlas to create a decision-making framework to determine how it prioritizes investments in street lighting upgrades. The criteria uses Equity Atlas maps to determine the neighborhoods with the highest levels of need based on demographics, access to active transit, and transportation safety (Coalition for a Liveable Future).

The City of Portland Office of Equity and Human Rights website features a “demographics

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dashboard” of workforce as well as manager/supervisor diversity statistics, which serves the dual purpose of tracking progress on internal staffing goals and also providing public accountability and transparency. In Seattle, the Race and Social Justice Initiative has conducted both employee and community surveys to measure and track understanding of racial equity efforts and use of the racial equity tools, as well as perception of whether progress is being made.

While data are essential to quality racial equity strategies, some jurisdiction representatives offer a cautionary note. Karen Shaban of the Office of the Fairfax County Executive and Neighborhood and Community Services warned, “You have to be careful to not go down too many rabbit holes. What’s the magic number that would make it urgent? You can be too cautious, you can sit in data all day and night, but you’re not necessarily going to get yourself anywhere. You need to think about it in a strategic way.” The American Public Health Association, in its 2015 *Better Health Through Equity* report, further cautions,

“We need data to pinpoint problems, deploy resources, track progress, evaluate effectiveness, and justify continued support. But in the work toward health equity, data can’t be the only driver.”

For example, worrisome data on prenatal care may lead you to initiate contact with a community. However, residents might have more pressing concerns, such as few employment opportunities, difficulties affording enough food, and unsafe housing conditions. These are the issues you have to tackle first if you want to positively impact infant health in the long term.

Mark Friedman, author of *Trying Hard is Not Good Enough* (Trafford 2005), has developed a guide for effective use of data and metrics called **Results Based Accountability** (2010), which he defines as “a disciplined way of thinking and taking action used by communities to improve the lives of children, families, and the community as a whole.” The terminology for

results and outcomes is informed by our relationships with Results Based Accountability™.

This approach to measurement clearly delineates between results / community conditions and outcomes / performance measures. These two levels share a common systematic approach to measurement. This approach emphasizes the importance of beginning with a focus on the desired “end” condition. Ideally, the baseline includes both historic data, as well as a forecast for the future for a particular measure.

- **Results are at the community level**, the conditions we are aiming to impact. Community indicators are the means by which we can measure impact in the community. Community indicators should be disaggregated by race, if possible.
- **Outcomes are at the jurisdiction, department or program level**. Appropriate performance measures allow monitoring of the success of implementation of actions that have a reasonable chance of influencing indicators and contributing to results. Performance measures respond to three different levels:
 - a. Quantity: How much did we do?
 - b. Quality: How well did we do it?
 - c. Is anyone better off?

Although measuring whether anyone is actually better off as a result of a decision is highly desired, we also know there are inherent measurement challenges. You should think about a mix of types of performance measures so that you are able to assess the status quo and track progress. The guide includes the following steps to conduct decision making processes that “turn the curve”:

1. **What is the “end”?** Choose either a result and indicator or a performance measure.
2. **How are we doing?** Graph the historic baseline and forecast for the indicator or performance measure.
3. **What is the story behind the curve of the baseline?** Briefly explain the story behind the baseline: the factors (positive and negative, internal and external) that are most strongly influencing the curve of the baseline.

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	QUANTITY	QUALITY
EFFORT	How Much We Do How much service did we deliver? # Customers served # Services/Activities	How Well We Do It How well did we do it? % Services/activities performed well
EFFECT	Is Anyone Better Off? What quantity/quality of change for the better did we produce? #/% with improvement in: Skills Attitudes Behavior Circumstances	

4. **Which partners have a role to play in turning the curve?** Identify partners who might have a hand in turning the curve of the baseline.
5. **What works to turn the curve?** Determine what would work to turn the curve of the baseline. Include no-cost/low-cost strategies.
6. **What do we propose to do to turn the curve?** Determine what you and your partners propose to do to turn the curve of the baseline.

Friedman offers the matrix shown above as a tool for sorting and categorizing performance measures.

TO STANDARDIZE THE TYPES of metrics used to compare across geography, GARE is piloting a “racial equity scorecard” (see next page). Measuring against the outcomes and indicators included in the scorecard will enable jurisdictions to evaluate progress made and to correct their course if real change is not seen in the community.

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Racial Equity Scorecard

The Racial Equity Scorecard is a project of GARE to develop a model of tracking equity metrics in a way that facilitates learning across jurisdictions. Eight GARE members are participating in the pilot project, which includes using custom software for tracking progress upon shared metrics. The purpose of the scorecard is to not to just collect data, but use it for achieving results.

Racial Equity Scorecard Metrics

YOUTH SUCCESS AND EDUCATION

OUTCOME	Equity across race in access and success for children and youth
INDICATORS	Early education/ K-readiness Third grade reading levels Connection to a caring adult On time graduation rates

HEALTH

OUTCOME	Equity across race in health and healthy life outcomes—no racial disproportionality in access to quality health care, health resources, and rates of illness
INDICATORS	Infant mortality rates Life expectancy

HOUSING

OUTCOME	Equity across race in housing—no racial disproportionality in home ownership and access to safe and affordable rental housing, temporary and transitional housing
INDICATORS	Housing cost burden by race (paying more than 30% income on housing) Home ownership across race/ethnicity

JOBS/ECONOMIC JUSTICE

OUTCOME	Equity across race in employment—no racial disproportionality in access to living wage jobs, unemployment, career advancement and barriers to employment.
INDICATORS	Household income Unemployment rates Jurisdiction's workforce reflects or exceeds the racial demographics of the community Jurisdiction contracting and purchasing reflects or exceeds the racial demographics of the community

CRIMINAL JUSTICE

OUTCOME	Equity across race in public safety—no racial disproportionality in arrests, sentencing and incarceration
INDICATOR	Arrest and conviction rates, sentencing and prison population

COMMITMENT TO ACHIEVING RACIAL EQUITY

OUTCOME	Increased urgency and commitment to achieving racial equity
INDICATORS	Percent of population who think government should prioritize addressing racial equity gaps in jobs, health, housing and other areas Percent of government employees who are actively promoting racial equity in the work place

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Survey Data to Track Perception in Seattle

The City of Seattle conducts an internal survey of all city employees every two years. This survey allows Seattle to track the progress of the city as a whole, as well as individual departments, in operationalizing equity. The survey allows the city to assess employee understanding and skill of institutional and structural racism, gain understanding of how departments are building racial equity into programs, policies, initiatives and budget decisions, and track progress over time. In addition, Seattle does a regular survey of residents across the city. Results from this survey made clear: community attitudes and perceptions about racial equity matter. Ninety-four percent of respondents agreed that we have more work to do to address racial inequities in Seattle. Seattle concluded, "We cannot continue with business as usual when race has such significant impacts on the lives of Seattle residents. Seattle residents have expressed their support for City government to address racial equity gaps in key indicators for a healthy community, including education, criminal justice, housing and other areas. The RSJI Community Survey provides the City with baseline data to measure our efforts to achieve racial equity and create opportunities for all.



**RSJI EMPLOYEE
SURVEY 2012**



**RSJI COMMUNITY
SURVEY 2012**



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SPOTLIGHT ON

Fairfax County, Virginia

In 2010, Fairfax County began a concerted county-wide effort to address racial equity by creating the Disproportionality and Disparity Prevention and Elimination Team (DDPET). The DDPET is an interagency team focused on reducing the disproportionate presence of African American children and youth in the juvenile justice and child welfare systems, eliminating the achievement gap, and reducing health disparities for these same population subgroups.



As in other jurisdictions, data have played a critical role in catalyzing efforts to mobilize County resources around achieving racial equity. In 2012, a recognition of racial disproportionality in the juvenile justice system led to an Institutional Analysis, conducted by the Center for the Study of Social Policy, to learn more about the experience of youth and their families in their encounters with government institutions. While African American and Hispanic youth comprise 10 percent and 17 percent of the County's youth population respectively, they represent 37 percent and 36 percent of detention center placements.

The Institutional Analysis was designed as a diagnostic process conducted by a trained team of researchers to reveal the gap between what a youth and their family needs to be safe, stable, and successful and what institutions are actually set up to do. The ethnographic methods of the analysis helped to uncover the ways in which standard processes of government, which treat people as "cases," contribute to problematic outcomes for youth and families. The study also revealed key pathways that the County could employ to improve these outcomes, such as changing to institutional procedures and protocols, expanding knowledge and skills, and enhancing partnerships.

In addition to catalyzing efforts to learn more about racial disparities and to identify strategies for achieving equity, data have also been helpful for starting conversations across departments within the County that do not usually work together. For example, while DDPET was largely focused on work within human services departments, its leaders realized that the racial equity issues facing Fairfax County reach far beyond human services. At the same time, another group in the County was developing a strategic plan to facilitate continued economic success in Fairfax County, and among their high level strategic goals was economic success through education and social equity.

DDPET began efforts to build a partnership with the economic development planners to create an Equity Growth Profile, based on data that help to highlight the targeted opportunities to make a difference on both equity and economic success. Human Services staff leading the DDPET found that the planners and developers used different language in their work, and data helped to start a conversation across departmental cultures. The data were helpful in building the case that there is a need for action.

Having started the conversation and the process of building a partnership to work together toward shared equity goals, the next step was to determine how to share data to track collective progress. Even within Human Services, different agencies use a wide variety of data systems to capture their

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work. In response to these challenges, Fairfax County staff involved in the Place Based Initiative, which focused on a neighborhood area, and began to use the Results Based Accountability Results Scorecard to integrate all data related to the neighborhood program to contribute to the shared goals of the initiative. Having experimented with this type of data tracking system, Fairfax County was a natural candidate to join the national-level pilot of the GARE's Racial Equity Scorecard.

These processes highlight the challenges in tracking and sharing data to make cross-jurisdiction comparisons. Sharing data with others is a growth experience, as agencies and jurisdictions are not accustomed to such a high level of transparency. DDPET leaders started from a small, neighborhood level, which they feel has helped them communicate strong messages, have shared strategies, and create sense of urgency. At the same time, DDPET leaders caution that while data are critical, one must be careful not to get mired in data analysis, looking for the "magic number" that would make the issue seem urgent. Like all tools, data must be used in a strategic way.

In Fairfax County Public Schools (FCPS), the 10th largest school district in the country, equity leaders benefit from being inside of one system with data that are easily shared and used in day-to-day work across the district, from the school level to the county level. For many years, FCPS has disaggregated data on student achievement, discipline, attendance and more by race. FCPS sets county level goals for reducing gaps in performance and is then able to identify which schools are struggling the most on those indicators and put additional resources into those schools, tracking their performance data closely.

FCPS is using student level, school level and district-level data to inform strategies to advance racial equity. School level data analysis is done to identify individual students, by name and by need, who may need additional attention. For example, the schools will examine first quarter grades in the 9th grade and create a list of students who are most at risk of not graduating. Through this multi-layered analysis of data, FCPS works to accumulate progress at the county level.

Fairfax County partnered with PolicyLink to develop an Equitable Growth Profile, based on the National Equity Atlas, including a composite measure to look at various contributors to racial disparity and project GDP outcomes if equity were achieved. Through this process, the County convened a "ground-truthing" group including different sectors, which is helping to bridge conversation across planners, zoners, the business community, and Human Services.

To Learn More

[Disproportionate Minority Contact for African American and Hispanic Youth](http://www.fairfaxcounty.gov/living/healthhuman/disproportionality/the_story_behind_the_numbers_september_2012.pdf)

http://www.fairfaxcounty.gov/living/healthhuman/disproportionality/the_story_behind_the_numbers_september_2012.pdf

[Fair Housing Analysis of Impediments Five-Year Fair Housing Planning](http://www.fairfaxcounty.gov/ohrep/hrd/publications/analysis-of-impediments.pdf)

<http://www.fairfaxcounty.gov/ohrep/hrd/publications/analysis-of-impediments.pdf>

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“Top to bottom, people understand that racial equity is an important value of the organization. People feel pride in advancing equity, they feel hopeful.”

Ben Duncan, Director of Multnomah County, Oregon
Office on Diversity and Equity

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5. PARTNER WITH OTHERS

EVEN IF LOCAL AND REGIONAL governments did all they could to address disparities, racial inequities would still exist in communities. The work of government is necessary, but not sufficient. To advance racial equity in the community, partnerships with others are necessary.

The theory of “collective impact” is informative to government’s work to advance racial equity. Collective impact refers to the commitment of organizations from different sectors to a common agenda for solving a specific social problem. The concept of collective impact was first articulated in the 2011 *Stanford Social Innovation Review* article “Collective Impact,” written by John Kania, Managing Director at FSG, and Mark Kramer, at the Harvard Kennedy School of Government and Co-founder of FSG.

The concept of collective impact hinges on the idea that in order for organizations to create lasting solutions to social problems on a large-scale, they need to coordinate their efforts and work together around a clearly defined goal.

Kania and Kramer describe five criteria for collective impact: a common agenda, shared measurement system, mutually reinforcing activities, continuous communication, and a backbone organization.

Applying collective impact theory and models to focus intentionally on racial equity is neces-

sary. Equitable collaboration with communities of color is critical to ensure that social change efforts are informed by the lived experience of the communities they seek to benefit. To use the collective impact model to advance racial equity, it is important to incorporate questions such as:

- have specific targets been set and strategies developed to advance racial equity?;
- do stakeholders engaged include grassroots communities of color?;
- how are decisions made and is power shared?;
- is there a clear and consistent understanding of racial equity?; and,
- how have communities of color influenced the design and direction of the initiative?

One of the core components of achieving collective impact is “mutually reinforcing activities, which proposes that while diverse stakeholders do not have to do the same work in the same way, if goals and metrics are shared, the work can have significant cumulative impact” (Kania and Kramer, 2011). Within each jurisdiction, many departments often oversee areas of work that intersect across issue boundaries, and thus one department cannot affect change alone but rather must work cross-institutionally within and outside the jurisdiction.

For example, for a strategy aimed at decreasing racial disproportionality in housing access, one might need to work with a Department of Housing, the Planning Office, an Economic Development Office, Human Services, and perhaps several others. Often there are concen-

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tric circles of who needs to be involved across a jurisdiction to successfully implement new policy. Further, the reality for most families is that city or even county jurisdictions are not high loyalty affiliations—that is, families move around based on a variety of life circumstances, and are not bound by living within a certain artificial line on a map. As a result, to have the greatest impact on an entire community, which might fluidly cross boundaries of city and county, governments will need to partner with their neighboring jurisdictions to share work, relationships, tools, and strategies.

GARE members have found that partnership of different kinds may be more or less important in different contexts. To effectively implement a racial equity tool, which entails involving stakeholders, community partnership is almost always necessary. At the same time, if the objective is revising internal hiring policies, for instance, partnership with community may be less of a priority and instead departments within the jurisdiction might be higher priority. Similarly, while some policy issues may clearly cross jurisdictional boundaries and require partnership with a neighboring city, county, or school district, in many cases these partnerships feel helpful but not necessary to accomplish current goals. In Minnesota, for example, Saint Paul, Ramsey County, and Saint Paul Public Schools are all working on racial equity strategies, but are in different places of the work. Staff from each jurisdiction meets regularly to learn from one another's work, but taking on actual projects together has not yet seemed feasible or top priority given that each is at a different place in their racial equity work.

Community partnership also looks different depending on the jurisdiction and the policy context. In some cases, a partnership may take the form of an official contracting relationship. For example, the Minneapolis Park and Recreation Board (MPRB) decided to contract with a local community organization, Voices for Racial Justice (VRJ), to conduct a racial equity assessment, after 30 years of VRJ's organizing from the outside to push for changes in park board and city policy. In Saint Paul, the mayor's office brought in the Pacific Educational Group to lead racial equity trainings for city leadership. Other partnerships have taken shape as a hybrid inside/outside strategy, such as the

Community Advisory Committee formed by MPRB, which operates as part of the jurisdiction itself, but directly incorporates community voices through committee members.

A lesson from these experience is that some partnerships may form out of a recognition that the jurisdiction needs outside expertise that comes from community knowledge and experience.

Another form of partnering with others is to respond to pressure from community actors. This may actually appear to be something other than partnership, but rather a productive tension created out of outside organizing, leading to a shift in or catalyst for an internal strategy. In Seattle, for example, the Job Assistance Ordinance—known colloquially as “Ban the Box”—passed by the city council was initially inspired by a confluence of community pressure and internal policy analysis by the City's Race and Social Justice Initiative. This experience highlights the importance of external pressure from the community.

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SPOTLIGHT ON Portland, Oregon

Racial equity work began at the City of Portland in 2008, in response to a report on disparities among racial and ethnic communities in Portland and Multnomah County. The Coalition of communities of color (CCC), with funding from Multnomah County and the City of Portland, hired Portland State University to conduct the study. The results were striking, showing large disparities between white communities and communities of color across many indicators of health and well-being. Racial disparities in Oregon have a long history, as the state was conceived originally as a white-only territory. The report showed this legacy was alive and well. The CCC leveraged the data politically, bringing it to the city and the county to encourage governments to take action to address the disparities revealed by the report.

At the same time, Portland was conducting a visioning process for the next 25 years of the city's future. One component of the process was called Vision into Action, which sought to incorporate the voices of marginalized communities often left out. Vision into Action included 14,000 people in the work to build a vision for Portland, which raised racial equity as a major issue. The disability community also became engaged through the process of building the Portland Plan. These community pressures motivated the City of Portland to create its Office of Equity and Human Rights (OEHR), which now oversees both racial and disability equity work for the City, modeled after Seattle's Race and Social Justice Initiative. The OEHR was created by ordinance in the winter of 2011 and opened its doors in the spring of 2012.



Portland's mayor at the time, Sam Adams, was committing to prioritizing racial equity, and felt that if the business community understood the initiative, they would be supportive. Commissioner Amanda Fritz and the mayor led eight daylong discussions with business leaders, including business leaders of color, who were able to share with their white colleagues how institutional racism impacts their experiences. These conversations helped pave the way to creating OEHR with business community support. Portland also formed a Creation Committee, a body of community representatives who helped to shape the mission for the office.

Portland's OEHR, like other cities and counties, focuses on the training of City employees in racial equity, including the definition of institutional and structural racism, the history of public policies designed to favor whites over other races, the difference between equity and equality, implicit bias, and how to apply an equity lens to policies, practices and programs. So far, 1,500 out of the city's 5,000+ employees have participated in racial equity training, and OEHR has now pushed to make the training mandatory for all employees. Several bureaus have also now hired Equity Managers to develop and drive their equity strategies within individual bureaus.

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A key strategy for building capacity was the creation of the Citywide Equity Committee (CEC), which includes two people from every bureau, committing 10 hours of staff time per month. The CEC meets once a month, and its purpose is to connect each of the bureaus to equity work and bring issues from the bureaus to OEHR. The CEC was also tasked with creating a tool to help every bureau develop a 5-year racial equity plan. The CEC modified the organizational assessment designed by the “All Hands Raised” Reducing Disparities Initiative, a collaborative of about 20 non-profit organizations as well as the Portland area school districts, working on education issues. The assessment was pared down to a streamlined list of questions that apply to the city’s work, and was divided into six domains: Organizational Commitment, Leadership and Management, Workforce, Community Access and Partnership, Contracting and Data, and Metrics and Continuous Quality Improvement.

The tool provides an evaluation scale from “This is not relevant or does not exist in our Bureau or department” to “This is part of our routine and identity. We model it for others. Practice has resulted in effective sustainable changes.” Bureaus are expected to design strategies for its 5-year equity plan about how it will improve in all domain areas. The tool is being launched five to six bureaus at a time, then OEHR and the CEC will review the plans produced by the bureaus. OEHR is working with Multnomah County on adapting the tool for the County as well.

Recently, OEHR has expanded to oversee several new programs, including the Black Male Achievement Program, which is led by a 22-member community steering committee of Black men. OEHR has also worked internally to support community organizations to advance a “Ban the Box” ordinance to remove questions about criminal convictions on job applications. State legislation has been passed and the City of Portland will be moving a local version forward as well.

In spring of 2015, Portland Mayor Charlie Hales required the use of an equity tool for the city’s budget process. Each bureau used the tool to assess the racial impacts of their proposed cuts or additions. Assessments were reviewed by OEHR and submitted to the budget work sessions (which include council members and a budget advisory team). The City Budget Office then makes recommendations. OEHR Director Dante James participated in the city council work sessions and his input was critical during the council’s review and modification of the budget proposals.

To Learn More

City of Portland Office of Equity and Human Rights (<https://www.portlandoregon.gov/oehr/68111>)

City of Portland Regional Equity Atlas (<https://clfuture.org/equity-atlas>)

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6. COMMUNICATE AND ACT WITH URGENCY

RACIAL EQUITY IS A LONG TERM GOAL, and for many, it may feel like an overwhelming vision to achieve. What we have seen, however, is when there are topics that we feel urgent about and prioritize action for, significant changes can take place quickly. From marriage equality to recycling, the use of a shared vision with specific priorities and strategic actions and organizing has resulted in great success unimaginable before changes were made. We must do the same when it comes to racial equity.

Communicating with urgency will be critical to maintain motivation and inspiration to work collectively toward racial equity objectives. In jurisdictions with centralized power held by the executive, such as in strong-mayor city governments, leadership can influence stakeholders to commit to do their part to achieve equity. In Madison, WI, for example, which is a jurisdiction with a mayor-council government, executive leadership plays a significant role in the progress of racial equity strategies. Mayor Paul Soglin, who was active in the Civil Rights movement, has been very vocal about racial equity in Madison and stresses the importance of implementing equity strategies and dedicating staff time in every department city-wide. Staff in Madison believe that building an initiative to the same scale and urgency without top level leadership support would have been much more difficult. Similarly, a key factor in the progress Saint Paul has made in building capacity around racial equity is Mayor Chris Coleman's leadership. With a strong-mayor system of governance, Mayor Coleman has

been able to make racial equity a priority and implement that priority city-wide.

As described in Section 4 (Using Data and Metrics), data on racial disparities can be incredibly useful for motivating action and inspiring a sense of urgency. In Multnomah County, Oregon, for example, local officials launched its Health Equity Initiative in the wake of a report on racial and ethnic health disparities in the county (APHA report). The same report helped to motivate action at the city level in Portland. In Fairfax County, equity leaders have found that data are useful for bridging communication across departments that have very different cultures and language.

In building a partnership between Human Services and the Planning Department to build an Equitable Growth Model, Strategic Project Manager Karen Shaban learned:

“The planners and developers have a whole different set of language than we have in Human Services, so even to bridge and come up with common language within the same government is challenging. Data can provide a foundation to start the conversation.”

It is important to consider carefully how to communicate urgency among those who may not yet be fully invested in racial equity as a priority for their work. Research by the Center for Social Inclusion (CSI) suggests that using messages that explicitly evoke race rather than using “color-blind” frames is more effective for garnering support for equity-promoting policies (CSI). Crafting such messages requires

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an understanding of how framing works in shaping people's interpretation of language. "Frames" are networks of association we use to interpret information—filters that help us make sense of the world. These networks, or unconscious thought processes, shape not just what we think, but how we think. People tend to reject facts that do not fit within their preexisting frames. For example, there are more white women on welfare than black women, but people will reject this fact as untrue because it does not fit their idea of who a welfare recipient is. People can also carry multiple frames that are sometimes linked and sometimes contradictory. For example, some social security recipients vote against social spending. Framing is a long-term project because people must receive frames in multiple forms and over time to actually shift their associations.

Talking about race in a productive way, then, requires understanding what frames people carry and what kind of messages will be received positively given those frames. CSI suggests that to understand how race is triggered cognitively in the messages that we hear in the media and in the public narratives, two key components have to be considered: The first is implicit bias, described in greater detail in section 1 of this toolkit. The second critical concept is "symbolic racism," coined by social scientists Sears and McConahay in 1973 to describe and measure a new version of racism—the images and code words used, sometimes implicitly and sometimes explicitly, to exploit unconscious racial bias.

Symbolic racism is used to trigger the unconscious racism among "the middle"—the people we often need support from on critical policies like healthcare and financial reform. This combination of symbolic racism and implicit bias is how "dog whistle politics" works and how messages trigger racism (see *Dog Whistle Politics* by Ian Haney Lopez on the subject).

Experience shows that these tacit appeals work when they manipulate the unconscious fears of viewers, but only so long as the message is not explicit. The coining of the term "welfare queen" during Ronald Reagan's presidential campaign is an example of dog whistle politics in action. The term has been used to refer to black women as the "takers" of society even though white women were the primary beneficiaries.

It's more than just talk—you need to ACT.

AFFIRM

- 1. Start with the heart.** The health of our children, families, and loved ones depends on the environments in which we live.
- 2. Tell us how we got here in simple terms.** For decades, low income communities of color have been the dumping grounds for environmental hazards.

COUNTER

- 3. Explain "shared fate" in racially-explicit terms.** People of all races want to live in clean environments with decent housing, good jobs, and high-quality schools.
- 4. Take on race directly.** Having access to neighborhoods that support success shouldn't be determined by your race.

TRANSFORM

- 5. Reframe winners and losers.** Corporations that contaminate our environments need to be held accountable. For our collective good, we need to value the quality of all of our neighborhoods above the profits for a few.
- 6. End with heart and a solution.** Join me in supporting legislation that will bring accountability to corporations. They need to pay their fair share so that all of us can have healthy environments in our communities.

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Eduardo Bonilla Silva has developed the following list of “race frames,” which help to shine light on how people tend to think about race in contemporary American society. Using this understanding as a foundation, we can begin to develop messages that counter these frames in ways that might be accepted rather than provoke defensiveness. These “race frames” include:

1. **Racism and racial inequality are things of the past since “white people are doing worse than people of color”;**
2. **Disparities caused by culture/behavior: “Poor Black and Latino youth don’t do well in school because their families don’t value education”;**
3. **Disparities are inevitable and/or natural: “Some group has to be at the bottom” or “Self-Segregation”;**
4. **Programs helping people of color are unfair to whites: a.k.a. reverse discrimination.**

In response to these common race frames and based on their research to test effective messages, CSI has developed the “ACT: Affirm, Counter, Transform” framework for crafting effective communication strategies that help bring others on board with racial equity goals without triggering further bias and resistance (see sidebar).

In implementing a racial equity strategy, a few additional concepts may be helpful in bringing each of the previous areas of focus together, as outlined in the following section.

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BRINGING THE PIECES TOGETHER

ACHIEVING RACIAL EQUITY involves not only each of the six components outlined in this **Resource Guide**, but also it requires integrating all components into a holistic approach that aims to transform government. Government must identify tangible outcomes, but it must also develop processes that are themselves transformative. Often issue-based efforts are limited to short-term gain for communities, but leave the existing structures that created barriers in the first place intact. By moving beyond transactional approaches towards transformation, jurisdictions can cut across multiple institutions and shift towards proactive solutions and long-term culture change. Building the capacity to approach problems transformationally requires change in values, beliefs, roles, relationships, and approaches to work.

One fundamental change in approach that transformation requires is that the people experiencing a problem are at the center of determining what the right solution is, rather than experts deciding for them.

Most traditional management systems were designed based on an assumption of a simple relationship between cause and effect. A more contemporary leadership model developed by David Snowden and Mary Boone (2007) suggests that leaders must carefully consider what type of environment they are navigating in order to determine the correct approach. Where situations are predictable based on past experience—“simple” contexts—leaders can rely on best practices to respond to problems. In “complicated” contexts, where the relationship

between cause and effect is direct but may not be easily apparent to all, leaders can rely on experts to determine the right answer by investigating several possible options. Many situations leaders find themselves in, though, are “complex.” That is, one right answer does not exist, and cannot be determined neither by best practices from past experience nor from the analysis of experts. Snowden and Boone offer an analogy of the difference between a Ferrari and the Brazilian rainforest:

“Ferraris are complicated machines, but an expert mechanic can take one apart and reassemble it without changing a thing. The car is static, and the whole is the sum of its parts. The rainforest, on the other hand, is in constant flux—a species becomes extinct, weather patterns change, an agricultural project reroutes a water source—and the whole is far more than the sum of its parts. This is the realm of “unknown unknowns,” and it is the domain to which much of contemporary business has shifted.”

Managing Change

“Managing change” requires strategic thinking and operations within a political context. Developing new major government initiatives can be a challenge, and even more so for a tension-ridden topic such as race. Maintaining support for change requires ongoing strategic decision-making about who to bring in, when, and how, in addition to providing the training nec-

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What does it mean to take a “transformational” approach?

<i>Transactional Approach</i>	<i>Transformational Approach</i>
Solves technical problems	Solves an adaptive problem
Problem is easy to identify	Problem is easy to deny (under the surface)
Routine solution using skills and experience readily available	Requires change in values, beliefs, roles, relationships, and structure of operations
Often solved by an authority or expert	People facing the problem are involved in the work of solving it
Requires change in just one or a few places, contained within organizational boundaries	Requires change across organizational boundaries
People tend to be receptive to the technical solution	People tend to avoid (or push back on) addressing the adaptive challenge
Solution can often be implemented quickly, sometimes by edict	Transformation requires experiments and new discoveries, takes a long time to implement, cannot be implemented by edict
Produces short-term gains for communities, but leaves the existing structure in place	Shifts cultural values and political will to create racial equity

For example:

<i>Technical Problems / Transaction</i>	<i>Adaptive Problem / Transformation</i>
Invite WMBE contractors to apply for contracts.	A package of policy changes, the cumulative impact of which is substantive, along with increased capacity for Women-Minority Business Enterprises to compete as primes and strengthened relationships between WMBEs and primes
Translate documents for limited English speaking public.	Strong and sustained relationships with immigrant and refugee communities, immigrant and refugee community members are hired as employees and programs and policies are shaped by those influences.
Pass “ban the box” legislation	Develop a criminal justice agenda that cuts across systems and structures and is inclusive of the community.

essary to build understanding of a shared analysis. Also, government agencies do not, generally, select their own leadership. At each election, there is a possibility that a champion for racial equity will be replaced by someone who must be brought up to speed and convinced that such initiatives should be supported.

The structure of governance in a particular jurisdiction can have a major impact on how racial equity work is developed and the challenges it may face. Cities with strong mayor governments who elect mayors committed to racial equity have an advantage in being able to use the power and voice of the executive to make racial equity a jurisdiction-wide priority. If cities have done a good job of building capacity and investment among city employees while under leadership of a mayoral champion for racial equity, when there is a transition, a new mayor will be more likely to continue

the work of a predecessor, as has happened in Seattle through several mayoral transitions.

By contrast, those cities and counties with a weak executive structure may have a harder time building a shared analysis and cross-departmental capacity in a decentralized government. Without a leader at the top who can continuously emphasize the importance of this work and make racial equity related policy decisions, it can be more difficult to communicate with urgency and build partnerships across units in a jurisdiction. In order to advance racial equity in the long term, jurisdictions will need to have the support of elected officials, departmental leadership and staff, and community partners, all aligned with a common vision.

Given the unpredictability and flux of most situations and decisions in contemporary or-

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ganizations, leaders must be willing to experiment in order to allow instructive patterns to emerge, patiently allowing the path forward to reveal itself. Leaders must “probe first, then sense, then respond.” Snowden and Boone offer the following tools for managing in a complex context.

Tools for Managing in a Complex Context

Given the ambiguities of the complex domain, how can leaders lead effectively?

OPEN UP THE DISCUSSION

Complex contexts require more interactive communication than any of the other domains.

SET BARRIERS

Barriers limit or delineate behavior. Once the barriers are set, the system can self-regulate within those boundaries.

STIMULATE ATTRACTORS

Attractors are phenomena that arise when small stimuli and probes—whether from leaders or others—resonate with people. As attractors gain momentum, they provide structure and coherence.

ENCOURAGE DISSENT AND DIVERSITY

Dissent and formal debate are valuable communication assets in complex contexts because they encourage the emergence of well-forged patterns and ideas.

MANAGE STARTING CONDITIONS AND MONITOR FOR EMERGENCE

Because outcomes are unpredictable in a complex context, leaders need to focus on creating an environment from which good things can emerge, rather than trying to bring about predetermined results and possibly missing opportunities that arise unexpectedly.

Given the reality that racial inequities are influenced by a multitude of factors and have morphed in shape and form, it is important to note these different approaches for navigating change strategies.

INSIDE/OUTSIDE STRATEGIES

Many jurisdictions have noted the importance of external pressure from community to raise the visibility of racial equity issues and motivate government leaders to act. While such

pressure does not exactly fit under the concept of “partnership,” the productive tension caused by community organizing and advocacy does have a relationship to the success and advancement of racial equity initiatives. Given that organizing usually takes the form of opposition to—rather than partnership with—government, it is critical for long-term strategies that are based on expanded levels of trust and commitment to be established.

GOING DEEP AFTER GOING BROAD

As jurisdictions that have several years or more under their belts in doing racial equity work are considering the next steps in deepening their strategies, several questions should be considered. For example, what is the right balance between building capacity across all employees to conduct racial equity assessments and relying on more specialized departments with the expertise and experience to do high quality, in-depth analysis with higher efficiency? For example, no one would expect someone without prior expertise to attend a four or eight hour training on environmental impact and come back to work prepared to start conducting Environmental Impact Statements for major development projects. Jurisdictions should consider investing in specialized expertise to conduct rigorous analysis for policies and projects that will have a significant impact on their residents, even while they continue to build broad—but necessarily thin—capacity across the jurisdiction to integrate racial equity concerns into their daily work.

Further, how can jurisdictions go beyond transactional change toward more profound transformation? As evaluation of racial equity work evolves, jurisdictions may consider asking questions not only about material changes in people’s lives (e.g. access to housing and transportation) but also about the more intangible factors that enable people to live fully. That is, do residents feel their racial or ethnic background is valued? Do they feel a sense of hope? Do all residents expect to be able to pursue a path that will lead to personal fulfillment? Jurisdictions that have laid the basic foundation for racial equity strategies and are looking toward the next stage of their work will need to consider what kinds of questions they are asking to evaluate depth of impact, in addition to breadth.

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CONCLUSION

ACROSS ALL GARE COHORT MEMBERS

and across each of the concepts described in the sections of this Resource Guide, a theme emerged that this work is iterative. This is not a linear, step-by-step process that takes a jurisdiction from using a shared analysis, to building capacity, etc. No component of this framework is ever complete, each evolves over time and with expanding strategies. One's analysis of institutional and structural racism is never "complete." Every time new staff join a jurisdiction, more training is required. Those who have undergone training will want to deepen their development and do more advanced training to use tools with greater insight. New political leadership can impact structures within government and require rebuilding capacity. Each time a racial equity tool is implemented in a policy process, new lessons are learned to be incorporated next time around. An initial sense of urgency created by a single report or a new initiative must be renewed over time, continuously communicating with urgency to maintain motivation to pursue

the very ambitious, challenging, and long-term goal of racial equity.

While the challenges in achieving racial equity are great, so too are the opportunities. It is clear from the work of public managers and elected officials in GARE member jurisdictions –and many others who have not yet joined GARE—that momentum is building toward a future in which government works collectively with their communities to achieve racial equity. Positive change is already afoot in many parts of the country, as seen in the stories shared earlier. By learning from one another's experiences, GARE is strengthening strategies and increasing resolve to face the challenges ahead.

Thank you for being a part of this journey toward a brighter future for our communities.

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Appendices

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Glossary of Frequently Used Terms

Bias

Prejudice toward one group and its members relative to another group.

Community Indicator

The means by which we can measure socioeconomic conditions in the community. All community indicators should be disaggregated by race, if possible.

Contracting Equity

Investments in contracting, consulting, and procurement should benefit the communities Dane County serves, proportionate to the demographics in Dane County.

Equity Result

The condition we aim to achieve in the community.

Explicit Bias

Biases that people are aware of and that operate consciously. They are expressed directly.

Implicit Bias

Biases people are usually unaware of and that operate at the subconscious level. Implicit bias is usually expressed indirectly.

Individual Racism

Pre-judgment, bias, or discrimination based on race by an individual.

Institutional Racism

Policies, practices, and procedures that work better for white people than for people of color, often unintentionally.

Performance Measure

Performance measures are at the county, department, or program level. Appropriate performance measures allow monitoring of the success of implementation of actions that have a reasonable chance of influencing indicators and contributing to results. Performance measures respond to three different levels: 1) Quantity—how much did we do?; 2) Quality—how well did we do it?; and 3) Is anyone better off? A mix of these types of performance measures is contained within the recommendations.

Racial Equity

Race can no longer be used to predict life outcomes and outcomes for all groups are improved.

Racial Inequity

Race can be used to predict life outcomes, e.g., disproportionality in education (high school graduation rates), jobs (unemployment rate), criminal justice (arrest and incarceration rates), etc.

Structural Racism

A history and current reality of institutional racism across all institutions, combining to create a system that negatively impacts communities of color.

Workforce Equity

The workforce of Dane County government reflects the diversity of Dane County residents, including across the breadth (functions and departments) and depth (hierarchy) of Dane County government.

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Advancing Racial Equity & Transforming Government

Government Alliance on Race and Equity

City of Seattle Racial Equity Toolkit

On the following pages you will find an excerpt of the racial equity tool used by the City of Seattle as an example of what such tools can look like in practice. As discussed in Section 3 of this Resource Guide, the Seattle City Council passed an ordinance in 2009 that directed all City departments to use the Racial Equity Toolkit, including in all budget proposals made to the Budget Office. This directive was reaffirmed by an executive order of Mayor Ed Murray in 2014.

The Racial Equity Tool is an analysis applied to City of Seattle policies, programs and budget decisions. The City of Seattle has been applying the Racial Equity Toolkit for many years but as the City's Race and Social Justice Initiative (RSJI) becomes increasingly operationalized, the expectation and accountabilities relating to its use are increasing. In 2015, Mayor Murray required departments to carry out four uses of the toolkit annually. This will also become a part of performance measures for department heads.

Racial Equity Toolkit

to Assess Policies, Initiatives, Programs, and Budget Issues



RACE & SOCIAL JUSTICE
INITIATIVE

The vision of the Seattle Race and Social Justice Initiative is to eliminate racial inequity in the community. To do this requires ending [individual racism](#), [institutional racism](#) and [structural racism](#). The Racial Equity Toolkit lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.

When Do I Use This Toolkit?

Early. Apply the toolkit early for alignment with departmental racial equity goals and desired outcomes.

How Do I Use This Toolkit?

With Inclusion. The analysis should be completed by people with different racial perspectives.

Step by step. The Racial Equity Analysis is made up of six steps from beginning to completion:



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Race and Equity

Racial Equity Toolkit Assessment Worksheet

Title of policy, initiative, program, budget issue: _____

Description: _____

Department: _____ Contact: _____

☐ Policy ☐ Initiative ☐ Program ☐ Budget Issue

Step 1. Set Outcomes.

1a. What does your department define as the most important racially equitable **community outcomes** related to the issue? (Response should be completed by department leadership in consultation with RSJI Executive Sponsor, Change Team Leads and Change Team. Resources on p.4)

1b. Which racial equity **opportunity area(s)** will the issue primarily impact?

- ☐ Education
- ☐ Community Development
- ☐ Health
- ☐ Environment

- ☐ Criminal Justice
- ☐ Jobs
- ☐ Housing

1c. Are there impacts on:

- ☐ Contracting Equity
- ☐ Workforce Equity

- ☐ Immigrant and Refugee Access to Services
- ☐ Inclusive Outreach and Public Engagement

Please describe:

Step 2. Involve stakeholders. Analyze data.

2a. Are there impacts on geographic areas? ☐ Yes ☐ No

Check all neighborhoods that apply (see map on p.5):

- ☐ All Seattle neighborhoods
- ☐ Ballard
- ☐ North
- ☐ NE
- ☐ Central

- ☐ Lake Union
- ☐ Southwest
- ☐ Southeast
- ☐ Delridge
- ☐ Greater Duwamish

- ☐ East District
- ☐ King County (outside Seattle)
- ☐ Outside King County

Please describe:

2b. What are the racial demographics of those living in the area or impacted by the issue?

(See Stakeholder and Data Resources p. 5 and 6)

2c. How have you involved community members and **stakeholders**? (See p.5 for questions to ask community/staff at this point in the process to ensure their concerns and expertise are part of analysis.)

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2d. What does data and your conversations with stakeholders tell you about existing racial inequities that influence people's lives and should be taken into consideration? (See Data Resources on p. 6. *King County Opportunity Maps* are good resource for information based on geography, race, and income.)

2e. What are the root causes or factors creating these racial inequities?
Examples: Bias in process; Lack of access or barriers; Lack of racially inclusive engagement

Step 3. Determine Benefit and/or Burden.

Given what you have learned from data and from stakeholder involvement...

3. How will the policy, initiative, program, or budget issue increase or decrease racial equity? What are potential unintended consequences? What benefits may result? Are the impacts aligned with your department's community outcomes that were defined in Step 1?

Step 4. Advance Opportunity or Minimize Harm.

4. How will you address the impacts (including unintended consequences) on racial equity? What strategies address immediate impacts? What strategies address root causes of inequity listed in Q.6? How will you partner with stakeholders for long-term positive change? If impacts are not aligned with desired community outcomes, how will you re-align your work?

Program Strategies? _____

Policy Strategies? _____

Partnership Strategies? _____

Step 5. Evaluate. Raise Racial Awareness. Be Accountable.

5a. How will you evaluate and be accountable? How will you evaluate and report impacts on racial equity over time? What is your goal and timeline for eliminating racial inequity? How will you retain stakeholder participation and ensure internal and public accountability? How will you raise awareness about racial inequity related to this issue?

5b. What is unresolved? What resources/partnerships do you still need to make changes?

Step 6. Report Back.

Share analysis and report responses from Q.5a. and Q.5b. with Department Leadership and Change Team Leads and members involved in Step 1.

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Creating Effective Community Outcomes

Outcome = the result that you seek to achieve through your actions.

***Racially equitable* community outcomes = the specific result you are seeking to achieve that advances racial equity in the community.**

When creating outcomes think about:

- What are the greatest opportunities for creating change in the next year?
- What strengths does the department have that it can build on?
- What challenges, if met, will help move the department closer to racial equity goals?

Keep in mind that the City is committed to creating racial equity in seven key opportunity areas: **Education, Community Development, Health, Criminal Justice, Jobs, Housing, and the Environment.**

Examples of community outcomes that increase racial equity:

OUTCOME	OPPORTUNITY AREA
Increase transit and pedestrian mobility options in communities of color.	Community Development
Decrease racial disparity in the unemployment rate.	Jobs
Ensure greater access to technology by communities of color.	Community Development, Education, Jobs
Improve access to community center programs for immigrants, refugees and communities of color.	Health, Community Development
Communities of color are represented in the City's outreach activities.	Education, Community Development, Health, Jobs, Housing, Criminal Justice, Environment
The racial diversity of the Seattle community is reflected in the City's workforce across positions.	Jobs
Access to City contracts for Minority Business Enterprises is increased.	Jobs
Decrease racial disparity in high school graduation rates	Education

Additional Resources:

- RSJI Departmental Work Plan: <http://inweb/rsji/departments.htm>
- Department Performance Expectations: <http://web1.seattle.gov/DPETS/DPETSWebHome.aspx>
- Mayoral Initiatives: <http://www.seattle.gov/mayor/issues/>

4

RESOURCE GUIDE

**Advancing
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Identifying Stakeholders + Listening to Communities of Color

Identify Stakeholders

Find out who are the **stakeholders** most affected by, concerned with, or have experience relating to the policy, program or initiative? Identify racial demographics of neighborhood or those impacted by issue. (See *District Profiles* in the [Inclusive Outreach and Public Engagement Guide](#) or refer to U.S. Census information on p.7)

Once you have identified your stakeholders

Involve them in the issue.

Describe how historically underrepresented community stakeholders can take a leadership role in this policy, program, initiative or budget issue.

Listen to the community. Ask:

1. What do we need to know about this issue? How will the policy, program, initiative or budget issue burden or benefit the community? (concerns, facts, potential impacts)
2. What factors produce or perpetuate racial inequity related to this issue?
3. What are ways to minimize any negative impacts (harm to communities of color, increased racial disparities, etc) that may result? What opportunities exist for increasing racial equity?

Tip: Gather Community Input Through...

- Community meetings
- Focus groups
- Consulting with City commissions and advisory boards
- Consulting with Change Team



Examples of what this step looks like in practice:

- A reduction of hours at a community center includes conversations with those who use the community center as well as staff who work there.
- Before implementing a new penalty fee, people from the demographic most represented in those fined are surveyed to learn the best ways to minimize negative impacts.

For resources on how to engage stakeholders in your work see the **Inclusive Outreach and Public Engagement Guide**: <http://inweb1/neighborhoods/outreachguide/>



The Haas Institute for a Fair and Inclusive Society at the University of California, Berkeley brings together researchers, community stakeholders, policymakers, and communicators to identify and challenge the barriers to an inclusive, just, and sustainable society and create transformative change. The Institute serves as a national hub of a vibrant network of researchers and community partners and takes a leadership role in translating, communicating, and facilitating research, policy, and strategic engagement. The Haas Institute advances research and policy related to marginalized people while essentially touching all who benefit from a truly diverse, fair, and inclusive society.

HAASINSTITUTE.BERKELEY.EDU / 510.642.3011



The Center for Social Inclusion's mission is to catalyze grassroots community, government, and other institutions to dismantle structural racial inequity. We apply strategies and tools to transform our nation's policies, practices, and institutional culture in order to ensure equitable outcomes for all. As a national policy strategy organization, CSI works with community advocates, government, local experts, and national leaders to build shared analysis, create policy strategies that engage and build multi-generational, multi-sectoral, and multi-racial alliances, and craft strong communication narratives on how to talk about race effectively in order to shift public discourse to one of equity.

CENTERFORSOCIALINCLUSION.ORG / 212.248.2785



LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

“Racial equity is both a process and an outcome. A process for reclaiming our collective humanity and outcomes that ensure everyone in our communities thrive.”

Glenn Harris, President,
Center for Social Inclusion

Social Equity

Initiative



COMMUNITY SOCIAL EQUITY STRATEGIC PLAN

September 2019

Prepared by
Park City Community Foundation

Welcome

Park City Community Foundation, in partnership with Park City Municipal Corporation, has taken a leading role to further the vision of a complete community where everyone has access to opportunities and is respected, included, and empowered.

Over the last year, Park City Community Foundation has convened the community to perform a social equity diagnosis, identify existing social equity resources and gaps, prioritize the most significant and addressable social equity challenges, develop a community social equity strategic plan (this document), and support Park City Municipal Corporation in ensuring it is inclusive of a wide range of constituents.

This document is meant to be a living strategic plan, which will evolve and change over time, guided by experience, new opportunities, and changing conditions.

Acknowledgments

Park City Community Foundation extends a sincere thank you to the entire community for coming together to help identify the greatest social equity issues in Park City. The creation of this social equity strategic plan would not have been possible without the countless community members who provided insight, told their stories, and explained their hopes and dreams for a more equitable Park City.

A special thanks to Park City Municipal Corporation and the Park City Council for their leadership and support in pursuing social equity as a critical priority in our community.

Please see the list at the end of this document of committee and task force members who contributed their time, energy, and wisdom to the development of this plan.



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In May 2019, Park City Community Foundation hosted a nonprofit workshop around diversity, equity, and inclusion



Photo: Tom Horton

Executive Summary

This Community Social Equity Strategic Plan is the result of over a year of work by multiple stakeholders. Using the tenets of collective impact, Park City Community Foundation has convened government, businesses, and philanthropy to jointly address some of the greatest challenges our community faces, larger than any one sector could effectively have an impact on. This is meant to be a living, breathing document that will evolve as more is learned about our community, the disparities that lie therein, and achieving equitable outcomes.

Communities that may be underrepresented, underserved, or otherwise marginalized have been critical to identifying existing disparities, and have provided invaluable guidance and feedback throughout the process. Some of those groups include seniors, members of the LGBTQ+ community, low-income families, neurodiverse individuals and their families, Latinx community, and others.

This plan explores the three priority areas of housing, education, and inclusion, identified through a nine-month data gathering process, as well as providing recommendations with the goal of achieving more equitable outcomes. Many experts in the specific areas and members of the communities experiencing the disparities were central to the creation of these sections of the plan. The areas of income/wages, transportation, and healthcare were also identified as drivers of inequity and are included in the plan as interlinked to the rest.

Strategies related to housing include advocacy, policy and process, and centralization of outreach and information. For education, strategies include early childhood education and care, extended learning opportunities, digital access, transition services for neurodiverse populations, and college access. Inclusion strategies will include a focus on social connectedness as well as practical tools and education.

Learning and inclusion are two principles that have been prevalent through the preparation of this plan. Park City Community Foundation has acted as lead for this project and recognizes it will require a whole community to address the body of work ahead of us. A more in-depth look at the issues and recommendations can be found in the rest of this document.

Purpose

The Community Social Equity Strategic Plan is the product of an in-depth, cross-sector partnership between many institutions and individuals in our community. The primary objective is to identify and address disparities in our community. Multiple social equity task forces have provided recommendations and helped set goals and explore tactics. All of the priority areas in this strategic plan present complex problems, which will be most effectively tackled through a collaborative approach involving individuals, government, the private sector, and philanthropy.

Multiple tools were used to collect the information contained in this plan. A social equity community survey, dozens of stakeholder conversations, a listening tour with specific constituencies of underrepresented or underserved groups, a board diversity survey, and collection of local, regional, and national statistics were undertaken with support from the Data Analysis Task Force. Additionally, Park City Community Foundation completed a resource inventory and an action gaps analysis to ensure that all available resources were considered as the Social Equity Advisory Committee began to prioritize the social equity issues facing our community. The complete Social Equity Data Report can be read by [clicking here](#) or by visiting bit.ly/SEDataReport.

For this work to result in meaningful, impactful interventions, the process is as critical as the resulting tactics. The voices at the table must come from communities experiencing the disparities for the outcomes to be more equitable. In order to more clearly share language moving forward, here are some definitions that this work has provided:

Diversity	The full range of differences, visible and non-visible, that make each individual unique. Diversity enriches our community.
Inclusion	An environment that engages diverse perspectives, differing ideas, and individuals from different backgrounds to help define policy and practice and help shape culture.
Social Equity	Social equity aims to address disparities in outcomes due to race, ethnicity, income, ability, age, gender, sexual identity, and other factors. Social equity assumes that everyone starts from different places. In our community, resources must be allocated to help close significant disparities in the priority areas of housing, education (with an emphasis on early childhood education), and inclusion.

What is in this plan

The Community Social Equity Strategic Plan primarily addresses the three priority areas of [housing](#), [education](#) (with an emphasis on early childhood education), and [inclusion](#). Additionally, brief recommendations are included for three other areas where equity concerns have been identified: income/wages, transportation, and healthcare.

Priority Area I: Affordable Housing

Affordable housing was identified as the number one concern in the social equity community survey and was mentioned repeatedly during the listening tour conversations.

One goal of social equity is to consider all people within the greater Park City community; efforts to provide additional affordable housing opportunities should focus on very low-, moderate-, and middle-income households regardless of the nature of their employment. Concerns around housing have also been expressed by groups such as seniors, parents of neurodiverse children, and members of the workforce, among others.

The Affordable Housing Task Force has identified three areas of focus: advocacy, policy and process, and centralization of outreach and information.

Goals

- Support Park City Municipal Corporation's efforts to create 800 new units of affordable or attainable housing by 2026, with a goal of at least 15% of the Park City workforce residing in Park City.
- Support the priority placed on workforce and/or affordable housing by local cities, Summit County, and neighboring areas, and to advocate for those priorities to translate into increased affordable housing outcomes.
- Support the creation of policies, ordinances, regulations, and procedures that are more friendly toward affordable housing development.



Photo: Mountainlands Community Housing Trust

Affordable housing units in Park City

Strategies

1. Advocacy

Organized advocacy is an effective way to educate the community on the benefits and needs of affordable housing, build support for changes to existing policies and procedures, and provide public support to public officials considering affordable housing projects.

Responsible Entity: Affordable Housing Task Force

Key indicator: Increased pace of creating additional affordable housing units.

- a. Bring together a coalition of stakeholders from the local business community, workforce, nonprofits, government entities and their employees, seniors, people with different abilities, developers, and advocates; oversee and support advocacy groups, individuals, and organizations.
- b. Support local elected officials, staff, and affordable housing developers for specific projects and policy initiatives by attending public hearings and meetings, writing letters of support, and providing public comments.
- c. Meet with potential developers of affordable housing or those with an affordable housing obligation to assist in creating meaningful affordable housing that best meets the community's current needs.
- d. Prepare a marketing/information/outreach campaign to inform the general public, businesses, elected officials, and others about affordable housing needs, benefits, and opportunities; tactics may include affordable housing tours, outreach materials, articles, literature, videos, statistics, public service announcements, advertisements, media appearances, and more.
- e. Monitor and advocate for affordable-housing-friendly legislation, communication, and support at the state level; attend local, state and national conferences to stay current with legislation and trends in affordable housing, and report those results to community and supporters of affordable housing.

Timeline	2020	2021	2022	2023	2024
I.1.a. Coalition Building	Complete	Monitor			
I.1.b. Public Advocacy	In Progress		Complete	Monitor	
I.1.c. Developer Outreach	In Progress	Complete	Monitor		
I.1.d. Marketing/Outreach	In Progress	Complete	Monitor		
I.1.e. State Action	In Progress			Complete	Monitor

2. Policy and Process

At the local level, all development takes years and substantial amounts of money to come to fruition. Affordable housing development is no exception. To overcome this, the system needs to be changed to expedite the process. The goal is to create development code amendments that give priority and preferences for affordable housing, and to develop guidelines for planning commissions and staff to be tasked with finding ways and means to “make it happen,” rather than delaying affordable housing development.

Responsible Entity: Affordable Housing Task Force

Key Indicator: Increased pace of creating additional affordable housing units.

- a. Support and participate in the review of code changes to allow expedited processes for affordable housing units.
- b. Provide guidelines to assist government staff to bring affordable housing projects to groundbreaking and completion as soon as possible after approvals.
- c. Encourage the creation of funding sources to assist in affordable housing development.
- d. Encourage innovative solutions to create needed affordable housing.
- e. Recommend/support code changes that encourage long-term rentals.

Timeline	2020		2021	2022	2023	2024
I.2.a. Code Changes	In Progress			Complete	Monitor	
I.2.b. Process Changes	In Progress	Complete	Monitor			
I.2.c. New Funding	In Progress				Complete	Monitor
I.2.d. New Housing Types	In Progress			Complete	Monitor	



Photo: Mountainlands Community Housing Trust

Mountainlands Community Housing Trust's Mutual Self Help Program in action

3. Centralization of Outreach and Information

Qualifying for affordable housing requires advance preparation of potential applicants and requires that they have information and resources about current and upcoming affordable housing opportunities.

Responsible Entity: Affordable Housing Task Force

Key Indicator: Increase in qualified applicants applying for affordable housing.

- a. Establish a central location to provide information on affordable rentals and for-sale units, waitlists, and the qualification and application process for people in need of housing.
- b. Create a database of potential purchasers of affordable housing, specifying needs, income, current housing situation, employment, length of time in community, mortgage qualifications, and other relevant factors.

Timeline	2020	2021	2022	2023	2024
I.3.a. Central Source	Complete	Monitor			
I.3.b. Website	Complete	Monitor			
I.3.c. Purchaser Database	In Progress	Complete	Monitor		

Priority Area II: Education

Concerted efforts aimed at more equitable outcomes are already under way at our local school districts, with significant partner support. These efforts are not always clearly understood or supported by some members of the general public, and there are still significant gaps in the areas being addressed. This plan seeks to tackle those challenges and increase public support for continued improvements in the equity of educational outcomes.

The years from birth through college represent a critical opportunity to enhance equity among children and their families.

In some cases, it will make sense to focus early efforts on settings where disparities are pronounced. For example, explorations are currently under way to build partnerships around improving outcomes at McPolin Elementary School, where many students face significant socioeconomic disparities. Targeting interventions to where they can make the most impact will help enhance results.

Goals

- Every child in Summit County is kindergarten-ready by kindergarten age. (Exceptions are other-abled children; our goal is to ensure families have access to resources so that all children reach their potential.)
- Organizations, services, and systems that ensure early childhood development are sustainably financed and operating at the highest possible standards and impact.
- Disparities in pre-K through grade 12 outcomes are reduced or eliminated.
- Students who are the first generation to go to college attend and complete higher education programs.
- Neurodiverse young adults are able to transition from school to a fulfilling adult life.



Photo: Tanzi Propst

Park City High School seniors celebrate their graduation from high school

Strategies

1. Early Childhood Education and Care

The years from birth through age three are critical to a child's development and lifelong success. When a child is not given the opportunity to develop to their full potential in these early years, the harm and consequent costs are borne over many years by the individual, the family, and the whole community. Here in Summit County, fewer than half of low-income, minority, and English-language learners are ready for kindergarten at age five, a gap that tends to persist through the school years and beyond.

The overall goal of this strategy is to ensure that all children in Summit County have sufficient opportunities in the years through age three to thrive, learn, and grow into participating, contributing members of our community.

Responsible Entity: Early Childhood Alliance

Key Indicator: Increased percentage of children entering kindergarten ready, and reduced disparities in kindergarten readiness, as measured by the Kindergarten Entry and Exit Profile.

a. Expand and strengthen center-based care and education.

- i. Help raise funds to expand existing programs such as PC Tots' center-based early childhood education and care, Holy Cross Ministries' three-year-old classroom program, and others.
- ii. Increase availability of early childhood care and education services; e.g., by helping underrepresented people start early childhood businesses.
- iii. Encourage creation or expansion of full-day pre-kindergarten programs to make them available to all three- and four-year-olds who could potentially use them.
- iv. Improve quality and availability through provider education, networking, and other support services.
- v. Ensure early childhood staff know how to provide trauma-informed care.
- vi. Expand availability of early childhood special needs services.

Photo: Brittany Hill



Children at PC Tots

b. Expand support to parents through home visiting, referrals, services, and information.

- i. Help raise funds to expand existing programs such as Holy Cross Ministries' Parents as Teachers home visiting program.
- ii. Create a new countywide, universal postnatal home visiting program to provide an early touchpoint and referrals for all parents and their young children.
- iii. Explore pathways to reach families at the prenatal stage.
- iv. Add programs to further support at-home parents/caregivers and for families of neurodiverse children.
- v. Create more early English-language acquisition programs and services.
- vi. Make available regular mental health screenings for young children and their caregivers.
- vii. Address equity gaps among parents/caregivers that currently limit opportunities for young children to learn and develop.
- viii. Create multi-generation programs—provide services to both the children and the caregivers to ensure the child's full range of needs will be met.

c. Strengthen connections among all early childhood providers.

- i. Encourage collaboration and cross-referrals by creating more connections among early childhood providers and other related people and institutions (such as medical professionals).
- ii. Build more systematic communication channels between early childhood providers and schools, especially about incoming kindergarten students.
- iii. Ensure that health clinics have tools and referral information to ensure that they can support parents/caregivers in getting their children all needed early childhood services and/or opportunities.



Photo: Holy Cross Ministries

Holy Cross Ministries preschool program

d. Advocacy and Community Education.

- i. Make early childhood care and education a community priority by creating a public outreach and communications campaign.
- ii. Advocate for more state, county, city, school, and business funding of early childhood programs (e.g., sales tax to support early childhood programs; significant annual budget allocations to support early childhood care and education; corporate policies, benefit packages, and philanthropy targeted at early childhood).
- iii. Advocate for parental/family leave for all (including people without documentation); this may be a combination of legislation and creating a new norm among businesses.
- iv. Advocate for better access to early childhood learning resources; e.g., free library cards for all young children and their caregivers, regardless of place of residence.
- v. Advocate for better pay for early childhood program staff.

e. Data and Tracking

- i. Track KEEP results disparities by income, minority status, and English language fluency.
- ii. Find and track all 1800 or so Summit County children in the target age range.
- iii. Determine which children and families are at higher risk and prioritize interventions accordingly.
- iv. Map and share partners' existing assessment and screening data.

Timeline	2020	2021	2022	2023	2024
II.1.a. Center-Based Care	In Progress			Complete	Monitor
II.1.b. Parents/Caregivers	In Progress		Complete	Monitor	
II.1.c. Provider Coordination	Complete	Monitor			
II.1.d. Advocacy/Education	In Progress				Complete
II.1.e. Data/Tracking	In Progress	Complete	Monitor		

2. Extended Learning Opportunities

A critical strategy to overcome disparities in outcomes is to provide students with learning and enrichment opportunities outside of the regular school day. Park City School District (PCSD) has expanded and improved these programs over time but has not always been able to consistently fund them. North Summit School District (NSSD) and South Summit School District (SSSD) have far fewer extended learning offerings.

Responsible Entity: Education Equity Task Force

Key Indicator: Reduction or elimination of outcome disparities in third-grade reading and eighth-grade math assessments.

a. Before- and After-School Programs

- i. Ensure sufficient and consistent funding of PCSD before- and after-school programs at the elementary schools, middle school, and junior high school.
- ii. Explore ways to increase before- and/or after-school offerings at NSSD and SSSD.

- b. Mentoring: expand mentoring programs from elementary through high school, using both school-based and partner resources (such as Big Brothers Big Sisters of Utah).

Timeline	2020	2021	2022	2023	2024
II.2.a. Before/After School	In Progress		Complete	Monitor	
II.2.b. Mentoring	In Progress	Complete	Monitor		

3. Digital Access

Computer and internet access outside of school can be critical to student outcomes, yet not all children and families have that access at home.

Responsible Entity: Education Equity Task Force

Key Indicator: Reduction or elimination of outcome disparities in third-grade reading and eighth-grade math assessments.

- a. Determine the most efficient and effective approach to providing home computer and internet access for students who currently lack it.
- b. Find funding to support the chosen solution.

Timeline	2020	2021	2022	2023	2024
II.3.a. Determine Solutions	Complete	Monitor			
II.3.b. Acquire Funding	In Progress	Complete	Monitor		

4. Transition Services for Neurodiverse Populations

School districts are required to provide services for special needs students through age 22, yet there are few services available for differently-abled populations beyond that age. All people, regardless of ability, should be able to access educational, employment, housing, and other services that meet their highest level of potential.

Responsible Entity: Education Equity Task Force

Key Indicator: Percentage of young adults aged 25 and younger who have completed school-based special education programs and have completed a higher education program, are employed, and/or have housing that meets their needs.

- a. Develop more systematic connections with supportive higher education programs (such as Aggies Elevated at Utah State University).
- b. Expand supported employment opportunities.
- c. Develop affordable and appropriately supported housing options for neurodiverse community members.

Timeline	2020	2021	2022	2023	2024
II.4.a. Higher Education	In Progress	Complete	Monitor		
II.4.b. Employment	In Progress		Complete	Monitor	
II.4.c. Housing	In Progress			Complete	Monitor

5. College Access

As expressed by Bright Futures (a program of Park City Education Foundation and Park City High School) and similar programs, we can help to break the cycle of poverty in Park City by significantly increasing the college-going culture, expectation, and rate in our community. Creating an ever-growing cadre of highly-educated young professionals will make our culturally vibrant community and its families more financially stable.

Responsible Entity: Education Equity Task Force

Key Indicator: Percentage of students who are the first generation in their families to attend higher education, and who successfully complete a higher education program.

- a. Strengthen and expand Bright Futures as its participants enter and proceed through college.
- b. Strongly support other programs that promote college access, such as Latinos in Action, Dream Big, South Summit Opportunities Night, and more.
- c. Increase scholarship funding available for local students to attend higher education.

Timeline	2020	2021	2022	2023	2024
II.5.a. Bright Futures	In Progress			Complete	Monitor
II.5.b. Other Programs	In Progress	Complete	Monitor		
II.5.c. Scholarship Funding	In Progress		Complete	Monitor	



Bright Futures students, teachers, and supporters

Priority Area III: Inclusion

The social equity planning process revealed that many in our community do not feel included. This means that they may be missing the social connections that allow for a healthier and fuller life, and that they may not effectively have a voice in decisions that affect their lives and their community. People need to feel included in order to experience themselves as full members of a community.

A “complete community” requires residents to feel connected, to have access to opportunities and decision making, and to feel welcome in diverse spaces.

This strategic plan proposes key interventions to create more inviting spaces for all and to provide tools to help create more inclusive systems and institutions.

When processes are more inclusive, outcomes tend to be more equitable. Having diverse voices represented in decision-making enables nondominant views to have a say and can effectively improve the delivery of services to underrepresented or marginalized communities.

When we talk about diversity, equity, and inclusion, too often we prioritize just the first of those concepts. Diversity provides valuable new perspectives, but diversity alone does not guarantee that new perspectives are fully included in the decision-making process. If diversity speaks to who is at the table, inclusion refers to who wields power to lead and set the tone for the conversation. We need to work to expand both diversity and inclusion in community leadership.

It is worth noting that inclusion—in addition to being a priority area in this work—is a lens that can be applied to all areas of community work and, as such, is considered throughout this strategic plan. It invites us to think not about who is at the table but rather who is not. Some constituencies that may feel underrepresented, underserved, or otherwise face discrimination are seniors, youth, immigrants, Latinx community members, people of color, neurodiverse community members, the LGBTQ+ community, and others.

Goals

- To increase voice and connectedness among the diversity of people within our community.
- To increase diversity and inclusion within leadership bodies and organizations.
- To increase the community’s capacity for diversity, equity, and inclusion conversations and action.

Strategies

1. Social Connectedness

Community connections are the building blocks of a complete community, where people know their neighbors and feel included. Social infrastructure is a relatively new term that speaks to the physical spaces that help shape our social life—parks, libraries, trails, and so on. Healthy and inclusive social infrastructure can help fight isolation and detachment from one's community. Making these spaces welcoming to all groups, whether seniors, neurodiverse community members, or others, is critical for us to continue fostering a sense of community. When we feel like we belong, we are invested in cultivating meaningful, long-lasting relationships that bring us closer together.

In some cases, language presents an opportunity for spaces to become more welcoming. By translating materials, signage, and other visible text, entities can continue promoting inclusivity in their practices and effectively communicate with underrepresented communities. Additionally, asking communities we are trying to reach about their preferred method of communication can generate greater reach.

For the community to continue developing lasting relationships, conversations about complicated issues like race, gender, and other identities should be taking place. These can help bridge divides and reduce bias and discrimination, as well as promote a sense of connectedness. When people from different backgrounds come together and have an honest discussion about complicated issues, within a framework that promotes understanding, outcomes can be positive. Raising awareness and creating empathy is one of the most immediate results; understanding differing views is another.

Responsible Entity: Inclusion Task Force

Key Indicator: Increase in percentage of people saying they feel included in the community.



Photo: Tanzi Propst

Bike to School Day, May 2019

a. Inclusive events and buildings

- i. Examine existing community spaces and events, evaluate and enhance the level of inclusion, and embed inclusion in new spaces such as the Bonanza Arts and Culture District.
- ii. Promote and support inclusive events.
- iii. Raise awareness about our diversity and celebrate it.



Photo: Tanzi Propst

Inclusive spaces and events are a critical component to increase social connectedness in our community

b. Language

- i. Enhance and increase translation services for government entities and nonprofit organizations.
- ii. Evaluate communication channels for effectiveness at reaching populations who are underserved due to language barriers.

- iii. Solicit feedback from underserved or underrepresented communities via focus groups and other mechanisms to further improve communication.

c. Living room conversations

- i. Develop/adopt a standard format, process, and procedure for structured living room conversations and similar avenues for deliberate yet informal discussions aimed at bringing diverse community members closer together.
- ii. Offer facilitation workshops for individuals to acquire the skills and tools needed to support these conversations.
- iii. Invite individuals and organizations to volunteer to organize living room conversations; support planning, organizing, and promotion of the events.



Photo: Tom Horton

Dalia Gonzalez, Enrique Sanchez, and Kate Barber talk about immigration during a living room conversation last spring

Timeline	2020	2021	2022	2023	2024
III.1.a. Inclusive Events & Buildings	In Progress			Complete	Monitor
III.1.b. Language	In Progress	Complete	Monitor		
III.1.c. Living Room Conversations	In Progress		Complete	Monitor	

2. Tools and Education

If we are to reduce bias and discrimination, and continue fostering inclusive spaces, we must raise awareness through education. Discrimination is a complicated issue, given that it operates at the individual and structural level. Evidence-based trainings and conversations are required to make an impact on an issue that is pervasive and often invisible, at least at the structural level.

We are collectively learning through this process that a cultural shift is required for diversity, equity, and inclusion to advance. For meaningful and sustainable change to occur, a community learning cohort must come together to advance our collective knowledge on the pertinent themes around inclusion. For transformational change to occur, cross-sector partnerships are needed that help establish a shared language and framework across the community. This organizational capacity can then support internal and external conversations around diversity, equity, and inclusion.



Hanif Fazal from the Center for Equity and Inclusion facilitates a workshop in Park City on diversity, equity, and inclusion

Responsible Entity: Inclusion Task Force

Key Indicators: Increase in diversity of leadership boards, committees, and staff; increase in numbers of community leaders trained in facilitating social equity processes and outcomes.

- a. Increase capacity community-wide through a *learning cohort* of people empowered to lead and facilitate change.
 - i. Organize and convene a community learning cohort in diversity, equity, and inclusion facilitation and leadership.
 - ii. Coordinate an executive leadership training in parallel to the community learning cohort.
 - iii. Support organizations in developing their own equity plans.
- b. Develop and implement *community education* programs.
- c. Launch a *leadership campaign* to help raise awareness about diversity, equity, and inclusion, and to increase representative and inclusive voices in leadership positions.
- d. Create, model, and promote an *organizational pledge* to uphold the values of diversity, equity, and inclusion.

Timeline	2020	2021	2022	2023	2024
III.2.a. Learning Cohort	In Progress		Complete	Monitor	
III.2.b. Community Education	In Progress			Complete	Monitor
III.2.c. Leadership Campaign	In Progress	Complete	Monitor		
III.2.d. Organizational Pledge	In Progress	Complete	Monitor		

Other Recommendations

The three social equity priority action areas addressed above—affordable housing, education, and inclusion—were chosen because they represent a balance of high community concern and the potential for prompt action. Three additional areas of social equity—income, access to healthcare, and transportation—arose during the planning process and are addressed briefly below. These additional areas were considered less ready for a community coalition to have a prompt and significant impact on. The recommendations and next steps below will be explored further as a part of the ongoing social equity community convening work, and further action plans may emerge in future months and years to better address these areas.

Income

In the Social Equity Community Survey, the 706 participants identified low wages as the second most important social equity issue facing our community today, behind only affordable housing. The two issues are interconnected, as they can both support a working family in gaining financial stability. Low wages are also linked to decreased educational achievement, worse health outcomes, limited access to quality childcare, and fewer avenues to address mental wellness, among others. When socioeconomic levels are as disparate as they are in our community (23% of Park City School District students qualify for subsidized lunch, yet the median sales price for a single-family home within Park City limits was \$2,093,950 from June 2018-July 2019), the result is a reduced sense of connection and belonging.

The service industry is one of the largest economic drivers in our community, yet those employees receive some of the lowest compensation. Even though some hourly rates in that industry are now in the \$12-14 range, they have not kept pace with significant rent and living cost increases. The Massachusetts Institute of Technology's Living Wage Calculator offers these numbers (hourly wages) for Summit County for a family of four:

2 adults (1 working)
2 children

Living Wage	\$26.89
Poverty Wage	\$12.07
Minimum Wage	\$ 7.25

Recommendations for Future Action

- Raise awareness about cost of living.
- Advocate for fair wages for vulnerable populations.
- Advance adult education and entrepreneurship programs to promote career mobility.
- Address the gender pay gap.
- Strengthen employee rights and advocacy groups.

Access to Healthcare

In the healthcare industry, costs are rising. In 2017, the Journal of the American Medical Association published a study showing that healthcare spending rose almost a trillion dollars from 1996 to 2015. Per person healthcare spending increased by 4.2% in 2017. The rising cost of services in the healthcare industry make it so that people go without checkups for longer stretches of time, leading to overall worse health outcomes. Additionally, many employers do not offer healthcare benefits.

In our community, the needs of the uninsured are primarily met by People's Health Clinic. General medicine, pediatrics, mental health, and vision care are some of the services they provide.

Photo: People's Health Clinic



Medical services at People's Health Clinic in Park City

Summit County Health Department also supports needs of the uninsured and underinsured by providing some free or low-cost services such as dental care, alcohol and drug counseling, women's health services, and others. They charge based on a sliding scale.

There are about 5,000 Medicaid-eligible people in our community who are not enrolled in Medicaid and are therefore needlessly uninsured. Key barriers to enrollment include awareness and the application process.

Care for the underinsured and others unable to afford it is also provided by Park City Hospital and other healthcare providers through direct financial assistance policies.

A lack of knowledge in services can sometimes be addressed by providing basic health education, through *promotoras* or navigators who have received specialized training but are not healthcare workers.

The gap in dental care for the uninsured represents one of the most widespread local challenges, with long term health complications arising from lack of early treatment.

Recommendations for Future Action

- Launch campaign to promote Medicaid enrollment.
- Advocate for Medicaid expansion to include those up to 138% of the federal poverty level.
- Increase coordination among service providers.
- Create a low-cost dental clinic or other access for the uninsured and underinsured.
- Continue and expand efforts to increase access to mental health providers.

Transportation

Over the last year, Park City Community Foundation’s social equity team met, in collaboration with Park City Municipal Corporation, with various community members, groups, and organizations to help identify additional social equity issues facing the community. In these social equity “listening tour” events, transportation was one of the most-cited social equity issues identified by participants. The main issue that people cited was access to transportation to get where they need to go.

According to the American Public Transportation Association, the average household spends 16 cents of every dollar on transportation, and 93% of this goes to buying, maintaining, and operating cars, the largest expenditure after housing. Park City Transit’s fare-free system provides a significant economic benefit to lower income users by offsetting the cost of transportation to and from employment.

For our community to thrive, it is important that everyone has equitable access to the transportation that they need. Transportation not only affects people’s economic and social opportunities but also allows individuals and families to more fully participate in our community. On a community level, effective public transportation can reduce traffic, parking congestion, and connect willing employees with businesses seeking to fill positions. To increase equity and economic opportunity in Summit County, it is important that all community members (seniors, neurodiverse community members, the workforce, students, and others) can access effective transportation.

Recommendations for Future Action

- Expand transit system to more areas where workers live.
- Create more flexible and responsive transportation (such as microtransit).
- Explore expansion of car-share methods (carpools, vanpools, community sponsored car sharing, etc.).
- Advocate for lower-income users.
- Continue bilingual outreach.
- Continue to fund “fare-free” public transit.

Funding

This community social equity strategic plan is only meaningful to the extent that its recommendations lead to action and positive outcomes, and those are only possible with leadership and financial support. Funding will need to be a collaborative commitment by government, business, nonprofits, individuals, and more.

In order for the priorities outlined in this plan to move forward, early funding will need to be raised to coordinate each major area of work and to provide seed money for the proposed initiatives. The task forces responsible for each strategy will assist government, business, and philanthropic funders in identifying the most urgent and high impact funding needs and opportunities.

Timeline of the Preparation of this Strategic Plan

October 2018

- Prepared initial plans with small project startup team.
- Developed communications and outreach plan; continued listening tour sessions.

November 2018

- Brought community partners together in an initial Advisory Committee.
- Started continuous process of identifying and inviting others who should be involved.
- Created operational plan to create an inclusive coalition of community members and partners to help develop a community social equity strategic plan.

December 2018

- Established mission and goals.
- Identified initial areas of work.
- Defined and formed initial planning task forces.

December 2018 – April 2019

- Gathered and analyzed data and input from diverse communities.
- Identified social equity gaps and opportunities for filling those gaps.

May – June 2019

- Used data and gap analysis to prioritize desired outcomes.
- Formed outcome-specific task forces.
- Identified priority actions that would have the most significant impact toward improving social equity.

June –July 2019

- Created an action plan aimed at ensuring that the coalition, its actions, and its results become an enduring, sustained, and systemic strength of our community.

July – August 2019

- Drafted strategic plan.
- Developed a multiyear budget of the resources needed to accomplish the plan.
- Shared the plan with the coalition and other community members and partners.

August – September 2019

- Share strategic plan with coalition member organizations and invite approvals/endorsements.

Initiative Structure

Advisory Committee

The Advisory Committee serves as the guiding body of the Social Equity Initiative. The primary responsibility of the Advisory Committee is to ensure that the process, the task forces, and the overall strategic plan are aligned with the mission and objectives of the initiative.

Data Analysis Task Force

The Data Analysis Task Force is charged with providing instrument design, data collection, and data assessment to help the Social Equity Advisory Committee and other task forces institute data-driven decisions.

Funding and Financial Analysis Task Force

The Funding and Financial Analysis Task Force leads efforts to identify potential funding opportunities through grants, private donors, earned revenues, and in-kind resources that could help in the advancement and implementation of the Social Equity Initiative.

Affordable Housing Task Force

The Affordable Housing Task Force is charged with identifying opportunities that promote the faster development of units, improved availability of information for potential applicants, and organization of advocacy efforts in our community.

Early Childhood Alliance

The Early Childhood Alliance exists to pursue better outcomes for children ages zero through three. It has developed a five-year plan and has already raised substantial funds toward its first two years of operations. It includes parents/caregivers, providers, funders, and other interested individuals and organizations.

Education Equity Task Force

The Education Equity Task Force will lead the education goals under this strategic plan, with the exception of early childhood (which will be the responsibility of the Early Childhood Alliance). The task force will include key leaders from local school districts, education funders, and other interested individuals and organizations. This task force will form ad hoc work groups around the specific issues under its charge, involving existing community organizations.

Inclusion Task Force

The Inclusion Task Force is charged with providing guidance and support for significant community education and involvement opportunities (e.g., implicit bias training, diversity awareness training, events, etc.) designed to increase buy-in and understanding of the process by residents of Park City/Summit County. The task force also ensures that broad community representation is present during the Social Equity Initiative process.

Advisory Committee

Beth Armstrong

Andy Beerman

Jed Briggs

Doug Clyde

Julio Espinoza

Jill Gildea

Dalia Gonzalez

Rob Harter

Katie Holyfield

David Levinsky

Franco Libertini

Abby McNulty

Sadie Ortiz

Joan Paz

Daniel Potter

Claustina Mahon-Reynolds

Cami Richardson

Jason Schwartz-Johnson

Cheryl Soshnik

Nann Worel

Tommy Youngblood

Diego Zegarra

Lizeette Zurita

Task Forces

Data Analysis Task Force

Francisco Astorga
Kara Cody
Aaron Crouse
Jeffrey Jones
Jaclyn Knapp
Gretchen Lee
Maria Mullahi
Caitlin O'Connor
Kate Phillippe
Amy Terpstra

Funding and Financial Analysis Task Force

Doug Clyde
Jory Macomber
Jonathan Weidenhamer

Affordable Housing Task Force

Melissa Band
Shellie Barrus
Amy Cairn
Craig Elliott
Becca Gerber
Jason Glidden
Jeffrey Jones
Alison Kuhlow
Chris Lampe
Scott Loomis
Megan McKenna
Jessica Norie
John Sale
Cheryl Soshnik
Malena Stevens
Caitlin Willard

Early Childhood Alliance

Kathy Anderson
Beth Armstrong
Jaime Bercuson
Valarie Browning
Deb Danson
Alison Delgado
Tom DiGenno
Jillian Ettner
Dusty Frisby
Miriam Garcia
Joyce Hasting
Katrina Kmak
Mary Leader
Caroline Lewis
Carol Loomis
Alec McAree
Meaghan Miller-Gitlin
Leisa Mukai
Kali Otteson
Tina Pignatelli
Maureen Saborio
Tim Savage
Jackie Swan
Valarie Vazquez
Mary Flinn Ware
Nann Worel
Lizeette Zurita

Inclusion Task Force

Peregrine Bosler
Bianca Carrasco
Eric Esquivel
Zoe Flavin
Patty Garcia
Dalia Gonzalez
Tory Guilfoyle
Tim Henney
Moe Hickey
Daisy Hodson
Katie Holyfield
Linda Jager
Liz Longhurst
Taylor Matkins
Sam Mekrut
Daniel Potter
Emma Prysunka
Jocelyn Scudder
Pete Stoughton
Max Ventura
Betsy Wallace
Katy Wang
Tommy Youngblood

Healthcare Task Force

Tracy Altman
Beth Armstrong
Rylee Curtis
Sherri Fisher
Aaron Newman
Wendy O'Leary
Caroline Rose
Lori Weston
Lizeette Zurita

We are deeply grateful to everyone who served on the committees and task forces,
and to everyone else who participated in the preparation of this plan.

Diversity	The full range of differences, visible and non-visible, that make each individual unique. Diversity enriches our community.
Early Childhood	Early childhood may refer to a child's life from birth up until they start kindergarten, which is often at age five or six. In this document, the early childhood plans focus on the years from birth through age three.
Inclusion	An environment that engages diverse perspectives, differing ideas, and individuals from different backgrounds to help define policy and practice and help shape culture.
LBGTQ+	An acronym for lesbian, bisexual, gay, transgender, queer or questioning, and more. These terms are used to describe a person's sexual orientation or gender identity.
Neurodiversity	Refers to variations in the human brain regarding sociability, learning, attention, mood, and other mental functions.
Social Equity	Social equity aims to address disparities in outcomes due to race, ethnicity, income, ability, age, gender, sexual identity, and other factors. Social equity assumes that everyone starts from different places. In our community, resources must be allocated to help close significant disparities in the priority areas of housing, education (with an emphasis on early childhood education), and inclusion.



CITY COUNCIL AGENDA REPORT



DEPARTMENT: City Manager's Office

MEETING DATE: May 4, 2021

PREPARED BY: Dylan Feik, City Manager
Jackie Tran, Communications Analyst

AGENDA LOCATION: AR-1

TITLE: *Ad Hoc* Committee on Equity and Inclusion Recommendations

OBJECTIVE: To receive and file the *ad hoc* Committee on Equity and Inclusion recommendations report

BACKGROUND: The disturbing and unjust killings of George Floyd and others led to broader and more urgent discussions in communities across the nation regarding race, racism, police brutality, equity, and the need to eradicate systemic racism and other barriers to equity. It was further recognized that there is a need for transparency in the fight to eradicate systemic racism and to raise awareness regarding the importance of equity, inclusion, diversity and human rights.

In response, on July 7, 2020, the Monrovia City Council adopted Resolution No. 2020-62 forming an *ad hoc* Committee on Equity and Inclusion ("Committee").

The resolution formed a committee of five members, each nominated by a member of the City Council to serve at the pleasure of the City Council. On July 21, 2020, the City Council appointed, Edward Elizalde, Susie Ling, Henry Olivas, Jr., Rev. Neil Tadken, and Ruhiyyih Yuille to the Committee.

The Committee's sole function was to review with the community to determine whether any policies, practices, and procedures of the City of Monrovia are unjust or unfair; create structural barriers to diversity, equity, and inclusion in City governance, employment, or enforcement; or perpetuate systemic racism in City government and provide a report back to the City Council with any recommendations for change the Committee deems advisable for consideration.

To accomplish this function, the Committee:

1. Established a priority order for its review of City policies, practices, and procedures, with a primary focus on enforcement, employment, and community relations;
2. Solicited and accepted reports from City staff regarding issues within its jurisdiction;
3. Solicited and accepted broad community input regarding issues within its jurisdiction;
4. Determined, based on input from the City Manager, which internal administrative policies and procedures are unlikely to perpetuate systemic racism or inequity and need not be reviewed by the Committee; and
5. Collaborated on reports and recommendations to the City Council.

ANALYSIS: From August 13, 2020, to April 15, 2021, the Committee assembled virtually on a biweekly basis to individually review each city department's policies and procedures. Staff from each city department delivered an overview on operational areas and staff members' background, including race/ethnicity, gender, age, employment status, education levels and where they reside. Following a template created by the Committee, staff provided insight on how the department creates a safe work environment, what trainings are provided, who the department serves, how the department addresses

AR-1

marginalized groups, any boasts or concerns that the department has, and recommendations to make the department more diverse, equitable, and inclusive. Complying with the Brown Act, meetings were publicly held and recordings of the meetings are available on the City's website at www.cityofmonrovia.org.

After conducting a thorough review of each city department, the Committee compiled a document to report their findings and recommendations. The report includes an overview of each department, and recommendations for each department to be able to pursue diversity, equity, and inclusion. The Committee's report emphasizes the importance of being accountable towards the intentional and shared goal of inclusion and equity.

The *ad hoc* Committee on Equity and Inclusion Recommendations Report is available on the City's website at www.cityofmonrovia.org.

ENVIRONMENTAL IMPACT: There is no environmental impact associated with this report.

FISCAL IMPACT: There is no fiscal impact associated with this report.

OPTIONS: As this is a receive and file report, there are no options presented.

RECOMMENDATION: Staff recommends that the City Council receive and file the report.

COUNCIL ACTION REQUIRED: If the City Council concurs, the appropriate action would be a motion to receive and file the *ad hoc* Committee on Equity and Inclusion recommendations.



ad hoc COMMITTEE ON
EQUITY & INCLUSION

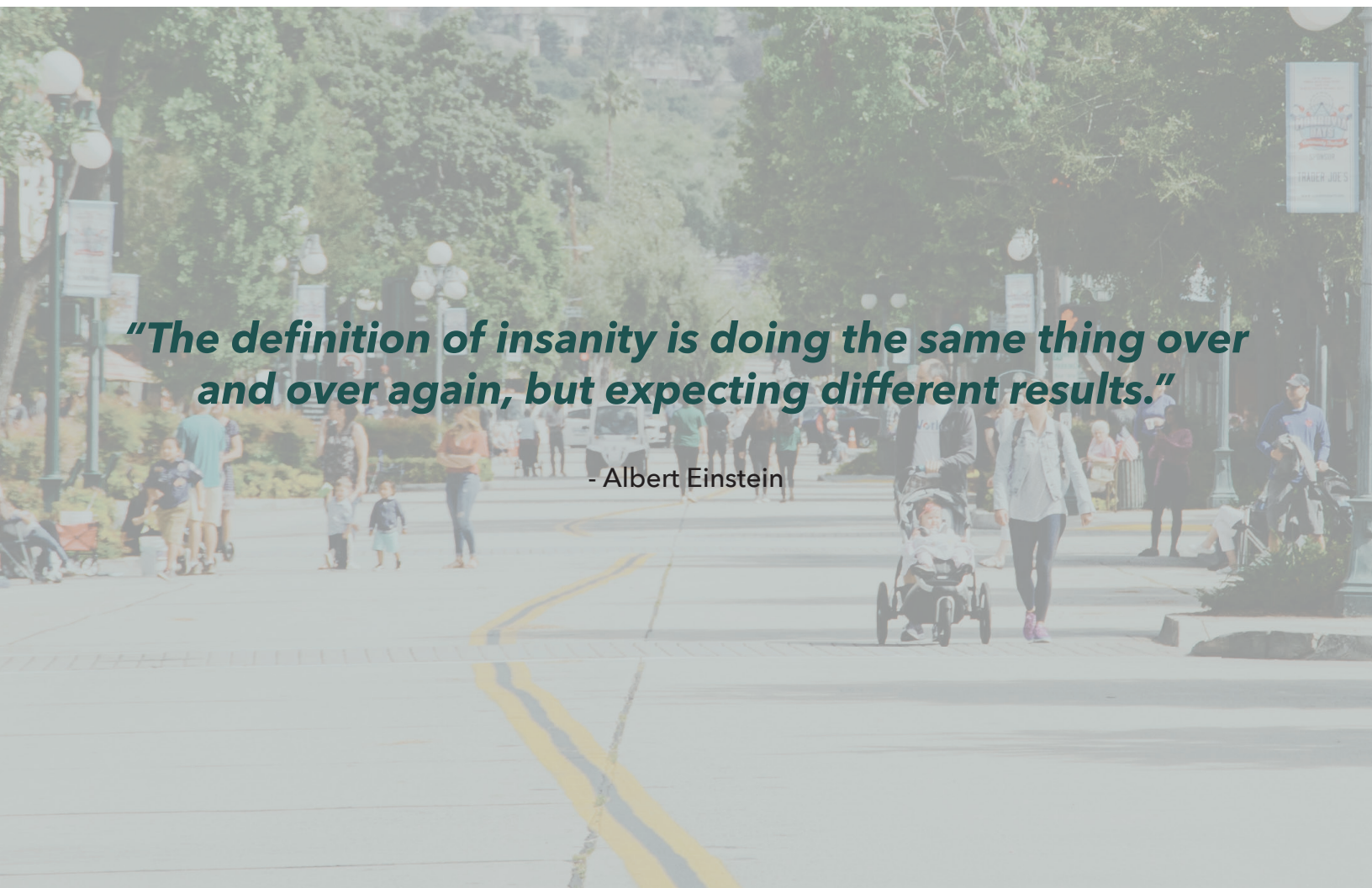


To: Monrovia City Council

From: Monrovia Ad-Hoc Committee on Equity and Inclusion

Ruhiyyih Yuille, Chair
Edward Elizalde, Vice Chair
Susie Ling, Secretary
Henry Olivas, Committee Member
Reverend Neil Tadken, Committee Member

Re: FINAL REPORT AND RECOMMENDATIONS



"The definition of insanity is doing the same thing over and over again, but expecting different results."

- Albert Einstein

AD HOC COMMITTEE ON EQUITY & INCLUSION

The disturbing and unjust killings of George Floyd and others led to broader and more urgent discussions in communities across the nation regarding race, racism, police brutality, equity, and the need to eradicate systemic racism and other barriers to equity. It was further recognized that there is a need for transparency in the fight to eradicate systemic racism and to raise awareness regarding the importance of equity, inclusion, diversity and human rights.

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MEET THE COMMITTEE MEMBERS



RUHIYYIH YUILLE

Chair of the Ad Hoc Committee on Equity & Inclusion

As a second generation Monrovia Highschool graduate, my private and public work, which I consider service, has spanned the last 25 years and the continents of North America, South America, Western Europe and Southern Africa. I was encouraged by my parents James and Joannie Yuille to choose a life path that would significantly contribute to the betterment of the world. My work centers on the education and training of communities around issues of social justice and liberation. Towards this end, I have facilitated workshops in collaboration with both Local and National Governmental Organizations around issues of justice, education and equity; I have appeared on media outlets to share perspectives on the oneness of humanity, the importance of education as the path to true liberation, and the rights and freedoms inherent in the human condition; I have written and structured learning experiences/curriculum with learners from age 3 to late adulthood. My most recent work focuses on pedagogy and student liberation, the notion of rehumanization, and the beauty of racial diversity.

EDDIE ELIZALDE

Vice Chair of the Ad Hoc Committee on Equity & Inclusion

- I have been a resident of Monrovia since January 2006.
- I live in the northeast portion of the city with my wife, teenage daughter, and teenage son.
- I'm a police lieutenant for the Alhambra Police Department.
- I currently manage the personnel and training section. I started my law enforcement career in 1995 with the Alhambra Police Department as a Police/Fire and 911 Dispatcher.
- In 1999 I attended the Rio Hondo Police Academy.
- My hobbies are physical fitness, gardening, and DIY projects.



During the Spring and Summer of 2020, I saw first hand a demand from communities asking for police reform, justice, and better relationships amongst all groups in the communities. Although being a servant to the community for the last few decades, I felt a need to do more. When I first read about the Ad Hoc Committee, I felt this was the perfect venue for me, and I reached out to ask how I could become a part of it. I'm proud of the work the committee has accomplished. I walk away from this endeavor having a much deeper appreciation for community involvement and taking the time to see communal issues from a different perspective.

MEET THE COMMITTEE MEMBERS



SUSIE LING

Secretary of the Ad Hoc Committee on Equity & Inclusion

I was born in Taiwan and raised in the Philippines. I'm an Associate Professor of Asian American Studies and History at Pasadena City College. I've had the opportunity to volunteer for Monrovia Historic Preservation Group, Monrovia Legacy Project, and the Monrovia Historical Museum. Over the years, I have worked on collecting the ethnic history of Monrovia, which can be seen at the following website: susieling.wordpress.com.

HENRY OLIVAS

Committee Member of the Ad Hoc Committee on Equity & Inclusion

My name is Henry Claro Olivas, Jr.; I'm a graphic artist (BA in Design, UCLA, 1985), painter and writer, and have been a resident of Monrovia most of my life. Both my parents were Monrovia High School graduates, and all four of my grandparents also resided here. In fact, I currently live in the Almond Avenue home of my great-grandparents Louis and Lucinda Garcia, who moved to Monrovia circa 1905. My paternal great-grandmother Francisca Orozco and her family were Mexican immigrants who fled the violence of the 1910 revolution and settled on nearby Maple Avenue. I have two daughters, Lorelei and Semeli, who are also Monrovia residents.

Along with Jimmy O'Balles, I co-founded the Monrovia Latino Heritage Society in 2011 and remain its current president (though our activities have been put on hold for the last year due to the pandemic). I was honored to be invited to join the Ad Hoc Committee on Equity & Inclusion, and did so because of my interest in history, sense of justice and deep roots in the community. Living in what was once a segregated area of the city, I'm well aware of its past, having heard stories from my parents, grandparents and others who grew up here. Also, my friend and co-committee member Susie Ling has published "Recuerdos de Monrovia: History of Mexican Americans" which brings much of this history into focus.

It's my sincere hope that our committee's recommendations, by bringing to light past injustices in Monrovia and present inequities, creates a clear path forward. The history of our nation (of which Monrovia is a microcosm) has been a ongoing struggle to bring about equity, inclusion and justice to ALL citizens, and whatever steps we take to educate in this matter can only be a positive move forward.



MEET THE COMMITTEE MEMBERS

THE REVEREND NEIL TADKEN, RECTOR

Committee Member of the Ad Hoc Committee on Equity & Inclusion



Born and raised in New York, I earned my Master of Divinity degree from the Episcopal Theological School at Claremont/Claremont School of Theology. I also hold a bachelor's degree from Occidental College and a Master of Fine Arts degree in Theater from Cornell University.

I discerned my priestly calling while an active parishioner at All Saint's Church in Pasadena. Upon graduation from seminary, I worked as Director for ACTION: AIDS CareTeams in our Neighborhoods, an interfaith non-profit pastoral care ministry in Orange County. Following ordination, I served as Associate Rector for Pastoral Care

at St. James' in the City, Los Angeles, one of the most multicultural parishes in the Episcopal Diocese of Los Angeles. I was finally called to serve St. Luke's in Aug. 2013 and was instituted as the 16th Rector of the parish the following year.

In addition to my work on this ad hoc committee for the city, I serve as treasurer for the Interfaith Council of Monrovia, and for the Monrovia Ministerial Association. Throughout my rectorship, building relationships with Foothill Unity Center and the San Gabriel Valley chapter of Rebuilding Together, as well as other non-profits and the City of Monrovia, has been central to my ministry. A wise colleague advised me early in my rectorship to focus more on the "number of toilet flushes throughout the week over the number of butts in the pews on any given Sunday." It has been the wisest lesson I have learned in ministry. Make yourself and your community relevant to your city and good things can be achieved.

Prior to ordination, I was a professional actor and director. Between 1994 and 2001, soap opera watchers may have seen me recurring as "Don McTavish" on ABC's General Hospital and Port Charles. In 1993, I founded and directed a national AIDS education and outreach effort for television called "Day of Compassion," which became an annual event over the next 8 years, and was honored with a "Ribbon of Hope Award" from the American Academy of Television Arts and Sciences in 1997 for that effort.

INTRODUCTION

Monrovia's Ad-Hoc Committee on Equity and Inclusion was established by City Council in July of 2020 (Resolution No. 2020-62) to "review the City of Monrovia's policies, practices, and procedures to determine whether barriers exist that impede diversity, equity and inclusion in City Government." Collaborating with the City Manager and the staff, this Committee of volunteer residents held bi-monthly meetings to review the departments of the City and their practices. The Committee members have a shared commitment to help the City intentionally do better and be more inclusive. This is the continuing work of all Monrovians.

In May of 2020, George Floyd was killed by a member of the Minneapolis Police Department. Floyd was one of a string of racially charged incidents around the nation. Coupled with the disproportionate impact of COVID-19 on people of color, there was a swelling of demand for change and empathy surrounding these issues and for the Black Lives Matter movement. In June of 2020, a series of peaceful multiethnic rallies were held at Monrovia's Library Park. For many, the events of 2020 – and then 2021¹ – were reminiscent of the 1992 L.A. Riots, the 1960s riots around Monrovia High, and the 1965 Watts Riot.²

BLACK HISTORY MATTERS

Anti-Blackness and racism are systemic³ in the United States and around the world – as such, Monrovia is not immune to its consequences. It is a legacy inherited from generations of governments, cultural institutions, educational systems, and traditions. A culture of racism encourages class discrimination, xenophobia, sexism, homophobia, and anti-otherness. A culture of racism inhibits inclusion and harmony, as well as creativity and effective governance. Only by acknowledging our diversity can we begin to heal from our history of segregation and discrimination, and progress to a "more perfect union"⁴.

This part of Los Angeles County was inhabited by people of the Tongva nation since 500 BCE. In the Spanish and Mexican eras of California history, Rancho Santa Anita and Rancho Azusa de Duarte were established. It was in 1884 that William Monroe and his partners accrued some of this land and established subdivisions and lot sales that attracted migrants. In 1887, Monrovia was incorporated with a multiethnic population near 900. According to 2019 Census estimates, the population is just over 36,000 and 41% Hispanic, 35% White, 15% Asian, 5%

¹ 2021 saw the 6 January 2021 storming of the U.S. Capitol, the rise in anti-Asian hate crimes, and continued border tensions.

² In April of 1992, racial tensions exploded in Los Angeles after 4 LAPD officers were found not guilty for the filmed beating of motorist Rodney King in March of 1991. In the 1960s, there were several incidents of racial tension at Monrovia High triggered by segregated physical areas, the presence of White supremacist groups on campus, the lack of African American staff, etc. In 1965, the Watts Uprising was 6 days of racial unrest following the CHP handling of an African American driver.

³ Systemic is defined as "relating to a system."

⁴ The words "more perfect union" are from the Preamble of the United States Constitution.

African American, 1.2% Native Hawaiian/Pacific Islander, 0.4% American Indian, and 5.8% Two or More Races. Monrovia's official poverty rate is at 7.8% (California is 11.8%) and 26.2% are foreign born (California is 26.8%).⁵

It would be useful for the City to also ascertain community proportion of other variables especially single parent households, LGBTQ populations, mentally disabled populations, physically disabled populations, and language needs populations. The Committee made a request to the Southern California Association of Governments (SCAG) during a demographic presentation on 27 August 2020 to include these questions in its 2021 demographic survey.

Monrovia is unique in that there are African American residents that trace back seven generations. Along with Duarte and Pasadena, Monrovia was a safe haven – a non-“sundown town” – on the Santa Fe, Atchison, and Topeka Line. Monrovia was the destination of ambitious John Isaac Wesley Fisher and the Bennettsville team; national activists like Lt. Col. Allen Allensworth and Anna H. Jones; as well as hundreds who came - especially from Mississippi – during the Great Migration out of the South. Monrovia was a beacon of opportunity from Reconstruction into the 1970s. Monrovia boasts some of the oldest African American churches in the County.⁶

Monrovia also has Latinx families that are descendants of the founding of Los Angeles in 1781. Chinese Americans were recruited here by William Monroe in 1884 to clear brush and boulders. Japanese American families came to Monrovia in the early 1900s – and stayed. Jews, Filipinos, Indonesians, Armenians, Middle Easterners, and others are also part of the fabric of our community. Since its incorporation, Monrovia has been home to people of many faiths.

It was between the 1920s and the 1970s that Monrovia established formal systemic racism through segregated city facilities (pool, churches), segregated retail businesses (restaurants, department stores, movie theaters), segregated education (Huntington Elementary), segregated housing (south of Olive), and segregated economic opportunities. In fact, Member Olivas' great-grandparents, Louis and Lucinda Garcia, refused to sit in the back of Immaculate Conception Catholic Church which Mexican American construction workers helped to build in Monrovia in 1905-06. Louis Garcia was one of those builders.

⁵ Information from <https://www.census.gov/quickfacts/fact/table/monroviacitycalifornia,CA/PST045219>

⁶ For more historical information, see Susie Ling's "History of African Americans in Monrovia" (2015) "*Recuerdos de Monrovia: History of Mexican Americans*" (2015), and "Monrovia's Asian American History" (2020) at susieling.wordpress.com. Also see Richard Singer's *1887: The History of Early Monrovia* (2020), *Renaissance Years: A History of Modern Monrovia* (2017), and Mary Ellen Romney MacArthur's dissertation "De Facto Segregation in Monrovia, California: Almera A. Romney and Huntington Elementary School" (1993).

REPORT AND RECOMMENDATIONS

Between August of 2020 and March of 2021, the Ad-Hoc Committee reviewed the City's seven departments, and these are our findings and recommendations.

	California (Census 2019)	Monrovia City (Census 2019) n=36,331	Employees in 11/2020, n = 270
African American	6.5 %	5.4 %	4% = 10 individuals
Asian American plus Native Hawaiian	16.0	16.0	11% = 29 individuals
Hispanic/Latinx	39.4	41.1	38% = 104 individuals
Native or Indigenous	1.6	0.4	1% = 2 individuals
White	36.5	34.5	45% = 123 individuals
Two or More/Other/NA	4.0	5.8	1% = 2 individuals

I. Human Resources

Lauren Vasquez reported that in November of 2020, the City had a total of 211 full-time (FT) employees (including 41 police officers and 42 in the Fire Department), and 59 part-time individuals. These numbers are lower because of the pandemic; usually the City hovers near 240 full-time and 100 part-time. In 2018-19, the City recruited for 41 job openings, 20 in 2019-20, and 13 so far in 2020-21 (during the pandemic). Monrovia's HR must adhere to federal, state, and municipal codes, plus M.O.U.'s with 3 union bodies (General Employees, Police and Fire), and 2 unrepresented groups (Management and Mid-Management.)

It is observed that City staff are professional and have a positive team spirit. There is a Monrovia Employee Engagement Group that coordinates several social opportunities including "service days," annual awards, games, and picnics. Flexible schedules, tuition reimbursement, training opportunities, and other employee benefits are available.

Recommendations:

1. City/HR should state goals to increase ethnic, racial, and linguistic diversity in the staffing of all departments, and to encourage all personnel to be more sensitive to cultural bias in their dealings with clients and customers.
2. The Committee applauds the City's disaggregation of candidate pools for race/ethnicity, age, and gender at each stage of the hiring process to ascertain "bottleneck" problems and potential changes to alleviate such "bottlenecks." We want applicants to be successful.

3. Modify job descriptions:
 - a. Include statements about the City's history of racial diversity and its commitment to respecting diversity in job announcement's introductory profile of City.
 - b. Consider statement such as "demonstrated experience in diversity, equity, and inclusion" as a "desirable quality" in job announcements.
 - c. Establish other "bonus qualifications" i.e. multilingualism, community involvement.
4. Use third parties (e.g. HR managers from other institutions) to review job screening procedures with an emphasis on diversity, equity, and inclusion.
5. Diversify marketing and outreach procedures, with greater consideration for ethnic press, ethnic organizations, and social media outlets - especially for Police hires.
6. First and second-level hiring panel members should reflect diversity, and be trained in the awareness of unconscious bias. Hiring panel members might sign a pledge to respect diversity.
7. Second-level interviews should be less informal and use consistent procedures to level playing field.
8. Consider non-employees on certain hiring committees to encourage new perspectives. For example, a member of City's Preservation Committee might sit on hiring for Public Works Department, or Library Board member may sit in on the hiring of librarians.
9. New employee onboarding/training might include more discussion of Monrovia's history and commitment to diversity, equity, and inclusion. Questions about effectiveness in working with diverse clientele may be a formal item in staff evaluations.
10. City should line-item budget for continuing quality anti-bias training for all City personnel. Managers currently have one-to-one internal training. Training should include speakers from "outside the building" to provide fresh perspectives. Anti-bias training may also be extended to include part-time workers and City volunteers. Some of this educational process might include appreciation of Monrovia's wilderness, Monrovia's historical legacy, and even a tour of Monrovia's architecture.
11. HR must guard against bias in their evaluation process of employees.
12. HR should continue to work to enhance an equitable working environment for all employees. Anonymous work satisfaction surveys might be useful in every department.
13. The City should do quantitative and qualitative surveys of residents' satisfaction and needs. Such questions may include "Are you satisfied with the services of Monrovia Police Department? Library?", as well as open-ended questions such as "In what ways can the City be more effective in serving its multiethnic population?" Such surveys may be included with the water bill. These surveys should be done by every department in the City.

II. Monrovia Police Department

Established in 1903, Monrovia's Police Department - like other police departments - has a history of discrimination and bias. While this reputation does not accurately describe today's

officers, the Police Department must understand community sentiments cannot be easily erased.

In 1942, Julian Fisher was the first African American officer in Monrovia. Fisher was the officer designated to keep African Americans and Latinx in the segregated niche of Monrovia orderly. Louie Romero, past president of the Monrovia Latino Heritage Society, remembered the 1950s, “We called him *El Pescador*, and Fisher would sometimes warn us that his shift was ending. There was one other officer that would just harass us.”⁷ In 1956, 13-year-old Steven Kiyoshi Kuromiya was arrested for having sexual encounters with another boy.⁸ In Nov of 1971, 13-year-old African American Mark Allen was arrested for alleged shoplifting. By 6:25 pm, he was found dead in jail #M4 from an alleged suicide. Community rallies ensued, and the NAACP and the community demanded the hiring of more African American officers.⁹ Near 2008, MPD was in several lawsuits by former officers that alleged harassment.¹⁰ Such history is not forgotten.

According to Chief Sanvictores, in November of 2020, Monrovia PD had 41 FT peace officers (and recruiting to fill 9 slots). MPD should have 1 chief, 2 captains, 4 lieutenants, 7 sergeants, 6 detectives, 6 agents, and 24 patrol officers, or a total of 50. There are also non-sworn and part-time personnel in the 79-member department. MPD reports having a very difficult time recruiting officers to a small department. These are the number of fulltime sworn officers.

Male: 38 (90% of FT)

Female: 4 (10%)

White Male: 16 (38% of FT)

White Female: 3 (7%)

Hispanic Male: 16 (38%)

Hispanic Female: 1 (2%)

Asian Male: 5 (12%) including Chief Sanvictores

Asian Female: 0

Indigenous Male: 1 (2%)

Indigenous Female: 0

African American Male: 0

African American Female: 0

MPD works with POST (Peace Officer’s Standards and Training) to provide extensive training on a myriad of issues from racial and cultural diversity to domestic violence to terrorist prevention. MPD should be commended for effective programs including CARY (Chaplains for

⁷ Interview with Louie Romero by Susie Ling, 20 May 2013.

⁸ “Consideration of Posthumous Pardon for Steven Kiyoshi Kuromiya”, 26 Oct 2020 letter signed by Dylan Feik, City Manager at <https://www.cityofmonrovia.org/Home/ShowDocument?id=23730>.

⁹ Richard Singer. *Renaissance Years: A History of Monrovia* (2017), pp. 1-6.

¹⁰ “Monrovia Faces New Lawsuit by Police Officer,” 13 March 2009, *San Gabriel Valley Tribune*.

At-Risk Youth), MAGIC (Monrovia Anti-Gang Intervention Committee), Homeless Outreach Program, and collaboration with MUSD. MPD extended ride-along opportunities to members of this Committee.

This Committee applauds MPD's community efforts including Spark of Love toy collection, National Night Out, Santa parade, and Breast Cancer Awareness.

Recommendations:

1. MPD should offer their award-winning "de-escalation simulation training" to some members of the public and MAP Adult/Youth Leadership Academy.
2. MPD should have a policy of not tolerating racism especially in light of the history of racial bias in the Department.
3. As MPD trains their officers daily, it may be beneficial to include outside subject experts, and community speakers to stimulate cultural awareness. MPD may also survey officers to their preference of training, resources, and professional services (i.e. rape counseling, working with homeless, working with immigrants).
4. MPD may investigate the need for special interest response teams eg homeless response team, mental health, etc.
5. As working with mental health clinicians has been deemed effective, Monrovia should seek to enhance this program. Monrovia should continue to train all officers on sensitivity to mental health issues.
6. MPD should establish anonymous surveys of officers about feeling marginalized or harassed. MPD should aim for unbiased evaluation of its officers.
7. MPD should include "cultural and racial sensitivity" as a formal criteria in their evaluation of officers and in their hiring criteria.
8. MPD needs to "think outside the box" in recruiting officers of color. It may be useful to seek the support of other Monrovia organizations from Monrovia-Duarte Black Alumni Association to the Chamber of Commerce in recruitment efforts. The Committee applauds efforts to track diversity at each stage of this long recruitment; this might help the ability to assess special needs at each stage.
9. MPD should explore the benefits of establishing a citizens/community advisory resource to provide support and collaboration.
10. The Fire and Police Departments should study their response data (timeliness and types) to various geographic neighborhoods in Monrovia. This is an important equity strategy.
11. MPD needs to have officers that mirror the racial make-up of the community it serves. This Committee applauds the Dec 2020 hire of 3 officers representing different racial backgrounds.

III. Administrative Services

This unit provides accounting and management support to other units in City Hall. About 50% of their "customers" are internal, 10% are with business vendors (i.e. street fair, Monrovia

Renewal construction, Athens), and 40% are utility customers/residents. Administrative Services does not keep separate statistics of the ethnicity of the utility customers. Some customers have special language needs, and others need financial flexibility. Staff speak Spanish, Chinese, and Tagalog. Staff tries to keep an eye on the most vulnerable of customers.

In December of 2020, there are 13 staff members, 2 part-timers, and 2 vacancies. 40% of this department are of Asian and Pacific Islander descent, 33% Hispanic, and 27% White (no African Americans, no Indigenous) and 80% female. Team work and customer service are highly stressed in this unit. Staff have biweekly meetings and mandatory harassment training every two years plus opportunities with Cal JPIA, GFOA, and CSMFO for technical and customer service training. These include selections for unconscious bias, workplace harassment, sensitivity training, and the like.

Recommendations

1. The Department should explore ways to address the linguistic needs of residents and customers, including on the City website. While there are translation services available on the Internet, using Chinese and Spanish words are a means of inclusion.
2. The Department should strive to ethnically diversify its staff.

IV. Community Development

This work unit under Craig Jimenez includes (1) Building and Safety, (2) Neighborhood and Business Services, (3) Planning, and (4) Administration. There are 23 full-timers and 3 part-timers of which 52% are white, 36% are Latinx, 1 African American and 1 Asian American. 52% of the staff is female.

The department seeks to address the needs of marginalized communities, especially of the disabled.

In 2006, this department established Monrovia Area Partnership (MAP). Of the 400 graduates, 50 are very active. MAP did intentionally try to recruit volunteers from certain neighborhoods. This department also sponsors the Youth Leadership Academy and youth employment for at-risk interns.

The department is concerned about changing state laws and the rising cost of housing in all of Southern California.

Recommendations

1. This City and thus this department inherits a history of redlining and racial segregation. The economic difference in neighborhoods is already engrained. Equitable policy may not be enough, a reparations attitude may be necessary. For example, the structures that receive "City of Monrovia Landmark" should be "outstanding examples of a certain

style of architecture”.¹¹ Does this overlook places that may have been homes of community heroes of more modest means? Can flexibility be built in to permit fee scales and the like?

2. While the Neighborhood Treasure Project has celebrated diversity, the loved bears and the painted utility boxes can also reflect diversity. Perhaps we have utility boxes painted with diverse children or of the likeness of women of Monrovia. City banners might include other languages or images that welcome and recognize diversity. A “bienvenidos” here and there is friendly. Why not go bold and do a large mural of a diversity theme – similar to the Diego Rivera murals at Monroe School or Kobe Bryant mural in Los Angeles. Murals can easily be replaced. The City may wish to involve Monrovia Association of Fine Arts in such projects.
3. The department staff should actively seek to collaborate with community members in reviewing its General Plan. It currently works with 5 committees including Planning Commission, Historic Preservation Commission, Board of Appeals, Art in Public Places Committee, and Development Review Committee.
4. The Monrovia Historical Museum should better incorporate our community’s diverse history, perhaps with permanent displays alongside the existing presentations of the City founders.
5. The City should collaborate with the Monrovia Housing and Tenants Advocates and other community groups to encourage and promote affordable housing in Monrovia.

V. Fire and Rescue Department

Established the 1906, the Department’s motto is “The Pride of Monrovia: Helping Anyone in Need.” In 2020 especially, the community of Monrovia has been very grateful for the professional services of the 46 members of the Fire Department through both the Covid pandemic and the Bobcat Fires. Fire and Rescue answer near 4600 calls per year. The 46 department members – organized in 3 teams – go through constant training as deemed necessary by California regulations. Chief Brad Dover said that the department focuses on customer service, and has a healthy team spirit and “grit”. The average age of the department members is 38.9 and Monrovia firefighters average 10 years tenure in Monrovia. 15% of this department volunteer to be peer counselors for other firefighters. The department is active with many community activities including City of Hope, Make a Difference Day, Rotary, Boy Scouts, Monrovia Reads, Spark of Love, Muscular Dystrophy Association, and with burn units.

Monrovia Fire and Rescue has a “CERT” (Community Emergency Response Team) of about 80 trained volunteers, many of whom are retired. Attempts at recruiting young CERT members was tried, but not as successful. A *Listos* CERT class hopes to train more volunteers in the Spanish language.

¹¹ Quoted from <https://www.cityofmonrovia.org/your-government/community-development/historic-preservation/historic-landmarks>.

Recommendations

1. The Committee concurs with the Chief on the needs to continue to train on diversity sensitivity, and to diversify the department's staff. 93% of the staff is male, with 67% White, 20% Latinx, 9% Asian Pacific American, and 4% African American. It should be noted that some of officers are of mixed race and/or raised in other nations and cultures.
2. The Committee concurs with the Chief that the department needs to be wary of "group think" or a "fixed mindset", especially as it is a tight male community. Fire departments inherit a lot of tradition and stereotypes.
3. While the Committee applauds the generous charitable efforts of the department, the perpetuation of cultural norms is noted. For example, the Sparks of Love toy drive is associated with Christmas, a religious holiday not celebrated by all. Gender neutral toys - or books - might be encouraged. Perhaps, the unit can purposefully share female firefighter figurines at their toy giveaway program, or share stories of female firefighters at Monrovia Read events.
4. The Committee recommends regularly gathering anonymous survey data on employee satisfaction, especially employees of historically marginalized experiences. It may not be adequate to depend on casual observations or verbal reports.
5. The Committee recommends regularly gathering survey data from customers or client base - from other internal departments (eg Public Works) to Monrovia businesses and residents. The staff should purposefully gather data from historically underrepresented communities. This is a healthy way to receive honest feedback.
6. The Fire and Police Departments should study their response data (timeliness and types) to various geographic neighborhoods. This is an important equity strategy.

VI. Community Services Department

This department is divided into Administration, Library Services and Recreational Services. The staff includes 22 full-timers and between 40 to 60 part-timers. Two thirds of the staff are women, and 30% live in Monrovia. Director Tina Cherry reports that the division focuses on open door policy and team work. For example, library staff are each charged with a "learning hour" each week with an annual summit. As with all City of Monrovia staff, training on unconscious bias and customer relations are mandatory.

Prior to Covid, Rec Services coordinated some 30 community events and just opened a successful community garden. They have programs for underserved seniors, disabled, and youth. With the quarantine, the staff has focused on innovations including Movies in the Park. The Library offers free Wifi, printing, and has established a "literacy" van that brings books on high density housing areas that may be further from the physical library. After the quarantine, the Library coordinated virtual story time in English and Spanish languages, curbside pick-up, delivery to seniors, etc.

Three community Commissions include Community Services (7 members), Library (5 members), and Old Town Advisory (5 members). There are also Teen Advisory Board, Youth Commission, and paid summer internship program.

Notably, the Community Services Department has an impressive list of “community partners” ranging from the Monrovia Latino Heritage Society to Monrovia Association of Fine Arts (MAFA). This allows community and the department to “collaborate rather than duplicate.” Even members of this Ad-Hoc Committee reported great ease in working with the Library on past projects.

This Ad-Hoc Committee commended the department for its work – before and after quarantine.

Recommendations

1. Outreach – especially to marginalized niches and non-users – needs to continue to be a priority for this department. Perhaps community brainstorming sessions on this matter would be of service. Consideration may be given to widen the Library Board membership.
2. Intentional focus on programs of diversity and inclusion for the community would be welcomed. For example, a book club on diversity issues may be attempted. The 2020 Juneteenth program at Station Square Park was successful.
3. As the Library has developed a strategic plan for its development, perhaps Recreational Services may consider the same.
4. Diversity of staff – full-time and part-time – should remain a priority.
5. The City and Department should be intentional in getting staff response to work place satisfaction, and consistent in obtaining customer evaluations.

VII. Public Works Department

Director Sean Sullivan reports that the department consists of (1) Administration, (2) Engineering, and (3) Field Services. There are 32 full-time employees and no part-timers, of which 84% are male and 53% Hispanic, 31% White, 10% Asian, and 6% African American. The City uses contractors for tree trimming, garbage collection, sidewalk maintenance, special cleaning, utilities, etc. The unit is always on call, and provides safe and compliant water and physical surroundings for the citizens.

As Monrovia has a history of segregation, Public Works inherits problems of uneven distribution of resources – from heavy use of streets to size of road verges near sidewalks, etc.

As with other departments in the City, the staff works well together and has developed a reputation of “liking to eat” in employee social gatherings. All City staff receive non-harassment

training for one hour per year and modernized customer service workshops. This group also receives safety and technical training relevant to their positions.

The department and its contractors offer special consideration for marginalized groups (i.e. senior discounts for water), as well as Monrovia Transit.

Recommendations

1. The department should prioritize the diversification of its staff despite the industry being heavily male. As in some of its positions, the department provides training, there might be more innovative ways to recruit applicants, especially women and African Americans.
2. The department may explore more contracts with women-owned or minority-owned businesses.

FINAL RECOMMENDATIONS ON ACCOUNTABILITY

Accountability – short-term and long-term – is of great importance to this Committee. The City Council, every City employee, every City agency and organization, and every resident must make inclusion and equity our intentional and shared goal.

1. The City Manager and each of the seven departments of the City should respond in written form to the City Council within six months of this report submission. By November 2021, the Manager and departments should highlight their responses to these Ad-Hoc Committee recommendations. In April of 2022, there should be a follow-up review of this report by City Council.
2. District-based voting and representation may be a means to bring more equity to the City of Monrovia. While the due diligence and leadership of the current City Council members are noted, the value of district-based voting for Monrovia should be studied by a citizens group.
3. Even during pandemics, it is important that the City and City Council allow residents' comments and feedback during meetings and activities.
4. It has come to our attention that other cities such as San Gabriel, Culver City, Temecula – and SCAG – have established permanent commissions on equity issues, similar to that of Los Angeles County's Human Relations Commission.

It is the recommendation of this Ad-Hoc Committee that, at this time, instead of having a special committee on equity issues, that every single niche of the City be charged with – to borrow the words of the San Gabriel HEAR Commission – “advancing and advocating for equity, access, diversity, and social justice, safety, mutual appreciation, increased cultural competency, positive inter-group relations, and respect for all members of the community”. It is the

responsibility of Monrovia City Council and all City staff to be aware of such concerns in all that they do.

Monrovia City Council may wish to re-consider an equity commission at a later date.

San Gabriel: <https://www.sangabrielcity.com/1501/HEAR-Commission#:~:text=The%20purpose%20of%20the%20HEAR,of%20the%20San%20Gabriel%20community>

Culver City: <https://www.culvercity.org/City-Hall/Boards-Commissions/Equity-Human-Relations-Advisory-Committee-EHRAC>

Temecula: <https://temeculaca.gov/1421/Race-Equity-Diversity-and-Inclusion-Comm>

SCAG: <https://scag.ca.gov/special-committee-equity-and-social-justice>

Attachment 1: A Sample of Relevant Monrovia Organizations

ChangeMakers

Foothill Unity Center

Interfaith Council

Monrovia Area Partnership (MAP)

Monrovia-Duarte Black Alumni Association

Monrovia Historic Preservation Group

Monrovia Historical Museum

Monrovia Historical Society

Monrovia Housing and Tenants' Advocates

Monrovia Latino Heritage Society

Attachment 2: Resources

On Community Development:

<https://ncrc.org/gentrification/>

<https://www.urban.org/sites/default/files/publication/51666/311218-City-Government-s-Role-in-the-Community-Development-System.PDF>

On Department Wide Intentional Plan:

<https://diversity.berkeley.edu/about/strategic-plan>

On Police Accountability:

<https://www.nacole.org/>

Resource on Housing

Carol Daley's attachments and comments of 4/15

<https://www.cityofmonrovia.org/home/showpublisheddocument?id=25347>

Attachment 3: Some Public Comments

From: [Carol Daley](#)
To: [Office of Public Information](#)
Subject: Ad-Hoc Committee April 15, 2021 For the record
Date: Thursday, April 15, 2021 2:40:23 AM
Attachments: [Letter to Ad Hoc Committee on Equity and Inclusion April 14, 2021.docx](#)
[Housing - We need inclusionary affordable housing NOW!.docx](#)
[Housing Team- Inclusionary Zoning Ordinance 101.docx](#)

Dear Madam Chair Yuille and Monrovia Ad-Hoc Committee on Equity and Inclusion, 4/14/21

I think you all did quite good with the justice and equality document that you have collaborated and put together. Some of the statistics in it are mind-blowing! I like your suggestions and ideas of follow-up with the different departments. There is one critical area, however, that I feel is lacking: fair, inclusionary and equitable availability to affordable housing in our city.

Re: Under IV. Community Development

I would like to address this statement in the document: *"The department is concerned about changing state laws and the rising cost of housing in all of Southern California."*

Does the committee really think that the City of Monrovia will be influential about changing the state laws, or be able to do anything about the rising cost of housing in So California? So meanwhile, why don't we work on what 'Monrovia' **can do** to deal with the rising cost of housing and how our city can address the needs of our citizens that are being driven out of our city if they are at the lower end of income levels and can no longer afford to live here?

The last time the Ad-Hoc team met, I submitted the suggestion of adding **'that our city needs an affordable inclusionary zoning ordinance'**. I felt the matter was just *'dismissed'* without any real discussion by all. At the heart of our city are families. Families need housing. They need equal shots at jobs. They need equal representation within our city. But at the heart of everything, they need affordable housing.

I would like to suggest, that in your document, as number one on the recommendations, it needs a 'map' on how to achieve, or work towards affordable housing in our city. By suggesting an **'affordable inclusionary zoning ordinance'**, you are actually supporting something that has some teeth in it, something significantly more than words, words, words about 'we want affordable housing'. HOW DO YOU ACHIEVE IT? This is how. This is the roadmap! This is do-able and it costs the city nothing!

Respectfully submitted,

Carol Daley

PS. I should also mention, that there are different levels of affordable housing as defined by the state: above moderate, moderate, low, very low, extremely low. A lot of times people think that when we are talking about extremely low, we are talking about the 'people living on the street'. I would like to put a face on the 'extremely low' income level.

I worked for the Monrovia Post Office for 30 years, making \$50,000/year. In retirement I make about half that, and if I were a single household, with my annual salary of **\$27,324, I would fall into the extremely low category**. So, I think you see and realize, many people in our city were not blessed to have had such a good job like myself, and that many of our citizens would obviously fall into the extremely low income level as well. My point is, don't get scared by the term, 'extremely low income.'

PS. I have attached a few documents that were written in the past that discuss Inclusionary Zoning Ordinances.

March 24, 2021

City of Monrovia
Ad Hoc Committee on Equity and Inclusion
Chair Ruhiyyih Yuille
Vice Chair Edward Elizalde
Committee Members:
Susie Ling
Henry Olivas
Rev. Neil Tadken

By Email: cityclerk@ci.monrovia.ca.us

Re: Public Comment for March 25th, 2021 Committee Meeting

Dear Chair Yuille, Vice Chair Elizalde, and Committee Members Ling, Olivas, and Tadken:

My name is John Shaw and I am a grateful resident of Monrovia. Thank you for your time and efforts to make our town a better place to live for all citizens.

Throughout 2020, many repulsive incidents awakened the United States to our crisis of racial injustice. It wasn't anything new; we just didn't pay much attention throughout the history of our country. Now, despite our collective wishes to put 2020 behind us, even more despicable acts have proven that this crisis isn't going away.

With the creation of the Ad Hoc Committee on Equity and Inclusion, City Council took an important step to listen to the concerns of Monrovia's citizens and lead the way with needed recommendations and actions.

One vital recommendation of the Committee should be to create a permanent Human Relations Commission charged with continuing your efforts.

Monrovia has several boards and commissions. Groups like the Planning Commission, the Community Services Commission, the Development Review Committee, and others take on the important work of making our town a better place to live. I submit that a permanent commission, charged with continually assessing needs and acting to improve equity and inclusion across Monrovia, is just as important as any other commission or board.

Some would argue that a permanent commission isn't needed because Monrovia doesn't have a "problem". We must resist finding comfort in these claims. Instead, we must amplify the voices of our whole community and take the lead across a country in crisis – in crisis in large part because cries for change have too often been silenced or ignored.

One sign at last June's Library Park protests said this: "YOU SHOULD HAVE LISTENED". My hope is that we will listen – continually - and take action. Creating a permanent commission to continue the work of the Ad Hoc Committee will be vital for all citizens of Monrovia.

Sincerely,



John Shaw



From: Melissa Taylor
To: Office of Public Information
Subject: Ad Hoc Committee Public Comment
Date: Thursday, March 25, 2021 9:05:43 AM

Good Evening Members of the Ad Hoc Committee on Equity and Inclusion,

Thank you for the hard work over this past year to better understand Monrovia's diversity, equity, and inclusion issues. It is my hope that part of your recommendation will be to create a permanent DEI commission similar to other California cities coming to terms with their past . This started as a result of the Black Lives Matter movement, and now we are becoming aware of the Anti-Asian culture that is taking place, I believe it is important to have this oversight to hold departments and people accountable. We will need you (or your successors) to be the watchdog to ensure all of these suggestions are implemented and maintained. As more people find their voice, I believe we will hear from other previously oppressed communities.

Additionally, I do think that part of the commission's goal will be bringing awareness to the community (I am thinking of the Easter bunnies I see throughout Old Town, but nothing for Passover, or nothing for Women's History Month, or Black History Month, or the Lunar New Year). There are so many ways we can celebrate our diversity here in Monrovia, and I would hate to see them ignored because the committee has been dissolved. This would be a great opportunity to bring the community together and restructure MAP to encourage discussions about the historical context of our town. Redlining is one thing, but also our housing prices have ballooned causing further diversion between those who can afford to live here vs. those who grew up here. Again, thank you for doing the hard work, asking the tough questions, and helping move our city move forward.

