

Meeting Agenda
Diversity, Equity, and Inclusion Commission
Irene Givens Administration Building
Dr. John Chiles Activity Room
(at Montgomery Hall Park)
1000 Montgomery Ave.
July 27, 2022
7:00 p.m.

Call to Order

Proposed Agenda:

1. Approval of Minutes: July 16, 2022

Suggested Motion: *I move to approve the minutes of the Diversity, Equity and Inclusion Commission July 16, 2022 work shop as presented.*

2. Discussion (and consideration) of DEI Commission Bylaws

3. Commission Future Planning

- a. Commission Priorities
- b. Commission Sub-committees

4. Other Business:

- a. Welcoming Week discussion
- b. Other business

Adjournment

Other Resources

- 1. [City of Roanoke 2040 Plan](#)
- 2. [City of Staunton 2019 Citizen Survey Report](#)
- 3. [Welcoming Week Information and Resources](#)
- 4. GARE Racial Equity Toolkit (attached)

DIVERSITY, EQUITY AND INCLUSION COMMISSION

Workshop

July 16, 2022

9:00 a.m.

Booker T. Washington Community Center

PRESENT: Sabrina Burress, Chair
Lindsey Lennon, Vice Chair
Lou Boden
Joamarie Garcia
Mark Jeter
Vicki Keyser
Jake Krug
AnhThu Nguyen
Nathaniel Riddle
Daniel Stuhlsatz
Jennifer Trippeer
Susan Venable
Zavia Willis

ABSENT: Beth Nelsen
Andrea Oakes, Council Liaison

ALSO PRESENT: Leslie Beauregard, Interim City Manager
Brenda Mead, Council Liaison
Morgan Smith, City Manager's Office

Chair Sabrina Burress opened the July 16, 2022 DEI workshop.

1. Approval of Minutes:

Commissioners noted the misspelling of a last name and the incorrect address of a remote participant.

Mark Jeter moved to approve the minutes of the Equity and Diversity Commission June 22, 2022 meeting as amended.

The motion was seconded by Lou Boden and carried unanimously.

2. Discussion and Consideration of Public Comment and Accessibility

Public Comment –

Leslie Beauregard briefly described what other city boards and commissions do in terms of public comments. Sabrina suggested that public comments not be included in regular meetings until a time when the commission is better established; all commission members agreed. It was decided that Sabrina will send something out to the community by all means at the disposal of the commission, including the City's social media, to get the word out about how to contact the commission.

Accessibility –

Leslie provided information on the current accessibility practices of other boards and commissions and what is required.

Jennifer Trippeer asked if an ASL interpreter could be provided for all DEI meetings so as to avoid accommodating one group but not another. Sabrina suggested that the commission continue to allow those who require accommodations to ask, making adjustments as needed. All commission members agreed.

A discussion took place regarding the captioning of meetings, budgetary means to consider when engaging with the community and having an interpreter available for the listening sessions. Additional information will be gathered when the commission starts to talk to the community, while keeping accessibility in the forefront.

An icebreaker activity took place, led by Zavia Willis.

3. Development of team/commission expectations

Sabrina introduced the item and discussed “make space and take space” – if you speak up and speak often, then let someone into that space to speak; if you don’t speak often, then step in and know that that space will be held. The floor was opened for ideas and discussion.

Susan Venable – Be mindful of time.

- Some conversations can be had in the parking lot, not during the meeting

Jake Krug – When outside of meeting spaces, be mindful of what is being said.

- Representation matters
- Create a safe space in commission meetings and out in the community

AnhThu Nguyen – Lift every voice.

- Be mindful of who might have the best perspective on an issue
- The most appropriate voice that speaks to a population is uplifted and speaking from experience

Lou Boden – Be mission minded and achieve an end goal.

- By getting something done, something of worth has been accomplished
- Evidence of accomplishments (e.g., recommendations being adopted by City Council)

4. New Business

a. Commission Training/Development

- i. Presentation by Angie O’Brian, City of Roanoke Assistant City Manager Apprentice

Angie O'Brian spoke to the DEI Commission about the experiences of the Equity and Empowerment Advisory Board in Roanoke and how they are trying to advance equity and empowerment through their comprehensive plan and Interwoven Equity. Items discussed included: Definitions, subcommittees, a city inclusion coordinator, ongoing community participation, recommendations to council, public hearings and the City Alliance Toolkit.

(ATTACHMENTS A-D)

Item 4-a-ii was moved to the end of the meeting to allow more time for the remaining new business items.

b. Commission Future Planning

i. Commission Deliverables

- A. Evaluate (objectively) existing data, studies, and reports concerning:
 - a. Social and racial equity within the city of Staunton.
 - b. Social determinants and inequitable outcomes within the city of Staunton.
- B. Collect data and research that evaluate the same outcomes listed above:
 - a. Identify data to be evaluated using information gathered from existing data/research.
 - b. Create a mechanism for collecting data, i.e., a new survey, community input via listening sessions, other.
 - c. Evaluate and create a comprehensive report of data received.
- C. Compile a report for the council consisting of:
 - a. An analysis of existing data, studies, and reports concerning racial and social equity as well as the Commission's own research and data collection efforts on the topic.
 - b. A summary of all public comments received by the commission at its public hearings as well as any other communications it receives from Staunton residents concerning racial and social equity.
- D. Create specific recommendations to the council to include:
 - a. How to address specific inequitable social and racial outcomes within the city of Staunton.
- E. Create a proposed framework (strategic plan) for the commission to pursue in the next 12 to 18 months to address specific factors that may contribute to inequitable racial and social outcomes.
- F. Complete a December 2022 update on Commission progress to be shared with City Council.
- G. Complete final report, including all information listed in C, D and E deliverables by December 2023.

It was decided that data collection would be discussed at the next DEI meeting on July 27, when Leslie hoped to have an update on the UVA Data Science Center's assistance to the Commission.

(ATTACHMENT E)

ii. Commission Priorities

Priorities discussed included: access, trust, city policies and practices, public safety, engagement, education and policing.

iii. Top Focus Areas- information from original survey regarding the Commission

The 2022 community survey will be a starting point as far as the top focus areas identified by the community.

1. **Evaluate and Promote Equitable Access**
2. Public Safety (Justice, Policing, Community Health, Mental Health)
3. City Practices and Standards
4. Engagement, conversations, training and education fall in each priority.

It was decided to create a mission statement and continue to work on the priorities at the next DEI meeting.

iv. Commission Sub-committees

This item will be discussed at the next DEI meeting, but it was determined that sub-committees should be based on priorities and folks with various skill sets.

5. Other Business:

a. Welcoming Week discussion

Commissioners discussed becoming a participating member for Welcoming Week 2022 and it was determined to look at what other types of events are done in other communities.

Nate Riddle moved to direct City Staff to research Welcoming Week and the logistics involved in participating in the events, including any approval from City Council and budget implications.

The motion was seconded by AnhThu and carried unanimously.

6. Lunch and Networking

4-a-ii Presentation on Non-violent Communication

Sabrina Burress presented an overview of non-violent communication and an introduction to effective organization through meaningful interpersonal connection.

Adjournment

The next meeting of the DEI Commission is Wednesday, July 27, 2022, at 7 p.m., at the Irene Givens Administration Building in Montgomery Hall Park.

The meeting was adjourned at 1:31 p.m.



Equity & Empowerment Advisory Board
Noel C. Taylor Municipal Building
215 Church Avenue, SW, Room 364
Roanoke, Virginia 24011
540.853.2333

**CITY OF ROANOKE EQUITY AND EMPOWERMENT
ADVISORY BOARD
AGENDA**

July 7, 2022 – 6:30 pm

**Noel C. Taylor Municipal Building South
City Council Conference Room
215 Church Avenue S.W.
Roanoke, VA 24011**

Roanoke will not reach its full potential as a community unless each citizen has the opportunity to reach their full potential. Equity involves the fair distribution of investments and services and the removal of institutional or structural policies that can be barriers to success.

We must work to ensure equity in our policies as they relate to race, ethnicity, age, gender, gender identity, disability, sexual orientation, and any other characteristics upon which people are discriminated against, oppressed, or disadvantaged

- I. Call to Order – Roll Call (Chair)
- II. Approval of Minutes from June 2, 2022 Meeting (Chair)
- III. Old Business (Chair)
 - A. Survey Update (Chair)
- IV. New Business (Chair)
 - A. Communication Plan
 - B. Subcommittee Reports
 - a. Break the Cycle of Poverty
 - b. Service Delivery
 - c. Inclusive Culture

V. Reports from Board Members (Chair)

VI. Announcements: Next Meeting, Thursday, August 4, 2022, at 6:30

VII. Adjournment

The City of Roanoke provides interpretation at no cost for all public meetings, upon request. If you would like to request an interpreter, please let us know at least 24 hours in advance by calling (540) 853-1283.

La Ciudad de Roanoke proporciona interpretación sin costo por todas citas públicas, previa solicitud. Si usted desea solicitar un intérprete, háganoslo saber con al menos 24 horas de antelación por llamar (540) 853-1283.

Jiji la Roanoke linatoa huduma ya ukalimani bila malipo katika mikutano yote ya umma, inapombwa. Iwapo ungependa kuomba mkalimani, tafadhali tujulishe angalau saa 24 kabla kwa kupiga simu (540) 853-1283.

شهر رونوک در صورت درخواست برای همه جلسات عمومی بدون اخذ هزینه ترجمان شفاهی در اختیار می گذارد. اگر مایل به درخواست ترجمان شفاهی هستید، لطفاً حداقل 24 ساعت قبل از طریق تماس با شماره تلفون 853-1283 (540) ما را در جریان بگذارید.



ATTACHMENT B

Equity and Empowerment Advisory Board Subcommittee Recommendation

Date: Click or tap to enter a date.
Interwoven Equity Priority: Trust
Policy Number & Description: Choose an item.
Action Item: Choose an item.
Overview: (100 words or less)
Recommendation: (500 words or less)
Potential Outcome: (100 words or less)

ATTACHMENT C

Subcommittee Reports

- Date
- Attendees
- Absent
- Action Items associated with Toolkits
- Bullets or paragraph summary of the meeting



Interwoven Equity

In 2040, Roanoke is both a diverse and an inclusive community with access and opportunities available to all including: education, housing, healthcare, employment, and quality of life. Roanoke recognizes how these opportunities are interconnected and how past actions created barriers that limited opportunity for underserved communities, particularly the African-American community, and eroded trust in institutions. To maintain a high level of Interwoven Equity and inclusion, the community is engaged continuously to identify and predict changes that could become opportunities or barriers and to adapt appropriately to those changes.



Priorities

Trust

Roanoke recognizes that past interactions have eroded trust in certain communities. Policies for trust focus on community healing and government accountability. These include creating a group that oversees equity within the City and correcting past inequitable actions through policy.

Break the Cycle of Poverty

Roanoke recognizes inequities in the community and the need to break the cycle of poverty within disadvantaged neighborhoods and among residents. Policies for breaking the cycle of poverty focus on increasing opportunities for improving socioeconomic status. These include prioritizing at-risk populations, quality education, and equitable economic development.

Neighborhood Choice

Roanoke recognizes the need to remove barriers to housing, in order to dismantle its segregated landscape and provide housing that meets the needs of all residents. Policies for neighborhood choice focus on improving opportunities for varied and affordable housing citywide. These include identifying the needs of vulnerable populations and determining the resources needed to overcome obstacles and achieve safe and desirable housing.

Inclusive Culture

Roanoke recognizes the need to create a culture of inclusion and to celebrate diversity throughout the City. Policies for inclusive culture focus on developing an informed and empowered city. These include building capacity for neighborhood organizations to connect and serve the community and celebrating those of all backgrounds.

Service Delivery

Roanoke recognizes that equitable service delivery is needed for a harmonious community. Policies for service delivery focus on removing barriers and providing quality services. These include preparing easily accessible information, developing varied and affordable housing options, and prioritizing infrastructure in areas of need.



Interwoven Equity

In 2040, Roanoke is both a diverse and an inclusive community with access and opportunities available to all including: education, housing, healthcare, employment, and quality of life. Roanoke recognizes how these opportunities are interconnected and how past actions created barriers that limited opportunity for underserved communities, particularly the African-American community, and eroded trust in institutions. To maintain a high level of Interwoven Equity and inclusion, the community is engaged continuously to identify and predict changes that could become opportunities or barriers and to adapt appropriately to those changes.



Defining Equity

Roanoke will not reach its full potential as a community unless each citizen has the opportunity to reach their full potential. Equity involves the fair distribution of investments and services and the removal of institutional or structural policies that can be barriers to success. Equity is the idea that different groups have different needs and should be provided services determined by their needs. If the City gives everyone equal treatment regardless of their individual needs, then it may be unintentionally creating disparate outcomes.



Visualizing Health Equity: One Size Does Not Fit All Infographic by RWJF on RWJF.org

In this plan, the term interwoven equity means that ideas about equity are woven into or embedded within each theme of the plan.

The intent of this plan is to ensure equity in our policies as they relate to race, ethnicity, age, gender, gender identity, disability, sexual orientation, and any other characteristics upon which people are discriminated against, oppressed, or disadvantaged. This plan dedicates most discussion to racial equity because of its profound impact on the physical development of the City.

A History of Inequity

Any conversation on equity must acknowledge racist policies that existed throughout the country and were present here in Roanoke. While openly racist laws may have come and gone, implicit or proxy policies took their place and some have yet to be completely left behind. The consequences of these policies are still felt today, manifested in de facto housing segregation along with persistent disparities in income, education, employment, incarceration rates, community health, and a pronounced wealth gap.

Throughout much of the 20th century, African Americans were subjected to a coordinated effort of government and real estate interests that limited where they could live. Jim Crow laws started spreading through the south just as Roanoke was incorporated in 1882. In 1911, Roanoke adopted residential segregation ordinances that remained in place for years until a 1917 Supreme Court

decision declared such laws unconstitutional. Roanoke eventually repealed these ordinances, but private interests continued to enforce segregation effectively through private restrictive covenants in deeds and through redlining. Redlining was the practice of mortgage and mortgage insurance companies that rated neighborhoods based on perceived risk of default. “Hazardous” or “Fourth grade” classifications were given to low income neighborhoods disproportionately occupied by African American families.

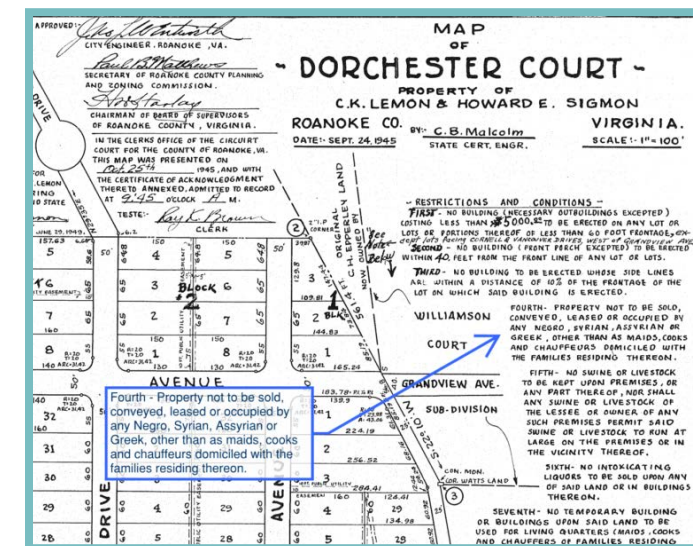
These practices, individually and cumulatively, had insidious results. Limiting African American families to a relatively small area of the City and limiting the number of housing units available to them. Segregation induced scarcity which drove up rents for Black residents. For those who could get a mortgage within the redlined areas, the interest rates were much higher. Barriers to home purchase put constraints on opportunities to build wealth through home equity. Denial of those opportunities for many decades is largely responsible for today’s large wealth gap between Whites and African Americans in the United States.

The Fair Housing Act of 1968 made it illegal to discriminate in renting and selling homes but that would not be the end of racist policies. Passed nearly two decades earlier, the Federal Housing Act of 1949 allowed the federal government to aid cities in clearing what was termed as blighted conditions to allow for newer development. Ironically, the substandard conditions were usually a result of decades of municipal neglect.

Disguised as a way to help low-income blighted communities, the Federal Housing Act of 1949 paved the way for the removal of low-income minority communities for development projects that benefited other communities. The government paid residents an average of \$3,000 for their homes with a promise that new, affordable, and better houses would be built in the neighborhood for the displaced residents to purchase. However, in most cities including Roanoke, that promise was never met.

These programs often resulted in the destruction of African-American neighborhoods, perceived as

blighted through biased eyes. Residents of these neighborhoods viewed these neighborhoods differently than those looking in from the outside. What may have seemed to be run down areas were actually vibrant, complete neighborhoods where residents had access to stores, pharmacies, schools — everything needed for day-to-day life. Residents knew their neighbors and there was a strong sense of community.



In Roanoke, neighborhood urban renewal projects were focused on the African-American neighborhoods in northeast and northwest Roanoke adjacent to downtown. All told, 83 acres were cleared for Interstate 581, the Civic Center, Post Office, Coca-Cola plant, and other commercial and industrial uses. No houses were built back in the area forcing residents to relocate to other parts of the City, primarily in the northwest sector. Residents lost wealth in the form of home equity, as homes were purchased at low dollar amounts and displaced residents were resettled, often in rental units or public housing.

Urban renewal wasn’t just a housing issue, but the displacement shattered an intangible sense of community. In Roanoke, this effect was discussed in *Root Shock: How Tearing Up City Neighborhoods Hurts America and What We Can Do About It* by Mindy Fullilove and documented in Mary Bishop’s special report to the Roanoke Times: *How Urban Renewal Uprooted Black Roanoke*.

Moving Forward as an Equitable City

The consequences of segregation laws, real estate practices, and urban renewal are evident today, not just in the City’s development patterns physically, but also socially, economically, and psychologically. Today, consequences are manifested in identifiable neighborhood patterns that show worse health outcomes, less economic mobility, poorer education levels, and lower employment.

Those disparate outcomes are pronounced in the African American communities located in the northwest quadrant of the City. However, these disparate patterns of health outcomes, economic mobility, educational attainment and employment are not isolated to those neighborhoods.

As a community, we must understand how intentional practices created barriers to the success of African Americans and other residents of Roanoke. As we learn and reconcile these inequities, we must also look forward to how we can apply these lessons to all individuals regardless of race, ethnicity, age, gender, gender identity, disability, sexual orientation, and any other characteristic upon which people are discriminated against, oppressed, or disadvantaged.

As the City continues to grow and becomes increasingly more diverse, we must understand the needs and concerns of all residents and strive to build trust, support upward mobility, remove barriers affecting neighborhood choice, champion an inclusive community, and provide services equitably.

Interwoven Equity is the idea that decision

making and policy making are based on principles of equity and are examined for bias and potential unintended consequences for any specific group of people. To that end, five priorities emerged:

- Trust
- Break the Cycle of Poverty
- Neighborhood choice
- Inclusion Culture
- Service Delivery



Welcoming Roanoke

As the city moves forward, it is vital that we project an atmosphere of inclusiveness to lifelong residents and newcomers. The Welcoming Roanoke Plan addresses how we can better serve new residents in our city and gives the city a roadmap to creating a welcoming city for all including immigrants and refugees. While the Welcoming Roanoke Plan is a separate document, the spirit of being a welcoming city is present throughout this plan.



Priority One: Trust

While overtly discriminatory policies of the past have largely been removed, there is still a responsibility for City government and its current leadership to regain trust following the trauma experienced by African American communities. For the community to thrive as a whole, the City government must work to build trust through its actions.

Policy 1: Remove legal elements of institutional or structural bias

Action Items:

- Review and eliminate City codes and policies based on explicit or implicit biases, and advocate the same approach for state laws and policies
- Advocate for criminal justice reforms that address systemic and interrelated issues of our time such as mass incarceration, militarization of police, implicit bias, school-to-prison pipeline, the war on drugs, and mandatory sentencing
- Enable complete neighborhoods to develop within the framework of the zoning code, providing access to affordable housing, services, and employment.
- Ensure the diversity of advisory and decision-making bodies reflects the diversity of Roanoke

Policy 2: Lead community healing

This policy recognizes that healing is a complex, long term process, requiring engagement of Roanoke’s communities to determine meaningful ways to acknowledge past injustices and build trust.

Action Items:

- Create an office or Council-appointed commission that evaluates existing and proposed policies through an equity lens
- Initiate community dialog on equity and community issues
- Develop an educational component in schools on the historical experience of African Americans in Roanoke and embrace statewide changes to history curricula that accurately depicts the Civil War and Reconstruction
- Build capacity (ability and experience) for neighborhood-based organizations to carry out or direct appropriate community improvements and services
- Complete visible community-identified public facility improvements to demonstrate commitment, especially those that were previously recommended in neighborhood plans
- Commit to ensuring that the diversity of City staff, commissions, and boards reflects the diversity of Roanoke and require the same of larger community organizations the City supports financially

Policy 3: Create ongoing advocacy and accountability for equitable government policies

The idea behind this policy is to embed equity ideas into the institution of local government to ensure that work carries on even as leadership and personnel change.

Action Items:

- Create a commission that focuses on evaluating policies through an equity lens
- Create equity measures or requirements for each theme within the Comprehensive Plan and compare with peer cities
- Develop an equity lens for policy and regulation review at the staff level and research best practices to create accountability within government, for example Government Alliance on Race and Equity
- Create an office that coordinates government actions and reviews policy and regulation to determine their effect on equity in the community
- Inventory and report projects completed in CDBG eligible target neighborhoods

Priority Two: Break the Cycle of Poverty

A variety of factors affect people in poverty in ways that make it difficult to break the cycle of poverty. This priority focuses on policies that provide pathways to upward mobility and remove the obstacles that get in the way of success.

Policy 1: Establish neighborhood-adjacent districts as the priority areas for job creation

Many neighborhoods in the core of the City have underused commercial and industrial zones in the neighborhood (for example, Shenandoah Avenue, NW, Campbell Avenue, SE, and Plantation Road, NE). Economic development efforts are often directed toward more remote industrial centers that are less accessible for people. This policy favors turning the focus back to central areas that already have infrastructure in place and are accessible by walking, biking, or transit.

Action Items:

- Inventory central area commercial and industrial districts to develop strategies and incentives for redevelopment
- Create accessible information about starting a business
- Create programs to facilitate new business startups by local entrepreneurs
- Provide incentives for new business development in core districts
- Ensure incentives are conditioned on living wage job creation

Policy 2: Provide supportive interventions strategically

This policy is about establishing gateways for people to gain access to the best set of resources available to meet their needs. Interventions should be supportive in the sense that they fill an immediate need and should then go further to make sure the support provides for the overall well-being of the individual as they look to improve their immediate situation.

Action Items:

- Support programs that help people deal with multiple issues holistically through referrals to the varied forms of support an individual may need
- Ensure preventive mechanisms are in place for helping at-risk people to prevent more serious issues (e.g., underemployment, homelessness, health issues, and unsafe housing conditions)
- Make gateways to services accessible in neighborhoods (such as in libraries and schools)
- Prioritize employment preparation and workforce development for groups that need more support
- Ensure convenient access to employment networks (build social capital)
- Support and improve financial literacy services
- Connect the Blue Ridge Interagency Council on Homelessness with the Police and other City staff to better serve people who are experiencing homelessness

Policy 3: Provide schools that serve low- and moderate-income neighborhoods with additional programs and resources to enable students to perform on equal footing with students in other schools

Education is key to a successful life. As early as third grade, one's reading level can predict success or failure later in life. At the elementary level, it is vital that all children have access to the same opportunity of learning, but some schools simply have children that face much different obstacles in life than children in other schools.

"At the beginning of the twenty first century, education is more pivotal than ever in deciding children's fate. Those with an education have a chance; those without face prison and/or early death. That said, let us acknowledge that it is difficult to educate children living in unstable conditions. This poses a catch-22: we cannot educate children if we do not get them out of unstable conditions, and we cannot get them out of unstable conditions if we do not educate them."

-- Root Shock: How Tearing Up City Neighborhoods Hurts America and What We Can Do About It, Mindy Fullilove (p. 231). Learn more at rootshock.org.

There is a general pattern of schools that perform poorly because of where the children start in terms of social and economic factors like race, family income, (or both) as well as their home environment. Beyond education fundamentals, schools that serve low to moderate income neighborhoods should emphasize building the self-worth/self-esteem of students and aspire them to seek opportunities in life. Applying the principle of equity would mean those schools get special programs and additional resources to help students succeed.

Action Items:

- Attract and retain highly qualified, diverse teachers who want to teach in an urban environment including recruitment from historically black colleges and universities
- Provide salary incentives to retain talent in schools with greater need
- Continue programs that provide focused opportunities to at-risk students
- Provide high-quality supportive services in schools (e.g., medical services, mental health services, nutrition)

Policy 4: Provide quality education for all residents.

Just as the school system provides special programs and additional resources to those students most in need, the school district will also offer top-notch educational opportunities for all residents. High quality school curriculum not only helps support the success of current students but also helps support population and economic growth within the City. In order to increase our working age population, the City must have quality schools that retain families and are competitive regionally.

Action Items:

- Continue our partnerships with institutions of higher learning in our area
- Expand opportunities for virtual education to help provide a variety of opportunities for children
- Attract and retain highly qualified administrative leaders and top-notch educators
- Strengthen joint partnerships with the Roanoke City Police Department, Sheriff's Department, Roanoke Fire and EMS, Department of Social Services, and mental health agencies to continue to improve safety
- Identify and cultivate collaborative opportunities with businesses, non-profits, community organizations, and faith-based organizations within each school neighborhood
- Support the Roanoke City Public Schools Strategic Plan



Priority Three: Neighborhood Choice

Policy 1: Identify and remove barriers to housing choice

When overt racial segregation laws were struck down in early 20th century, other segregation strategies emerged. A widespread practice by developers placed private restrictive covenants into land deeds to preclude sales to African American people. Owning a single-family house on a large lot was out of reach for many African-American families, so governments began using single-family zoning districts and minimum lot sizes to have the effect of excluding them. Financial policies favoring homeownership emerged as a proxy strategy for legal segregation.

Even though Roanoke became segregated by race and income through intentional policies, reversing those injustices means making sure that barriers to housing choice, including ones that are not readily apparent, are removed.

Action Items:

- Reconsider housing policies rooted in racial segregation efforts such as exclusionary zoning districts that exclude all but single-family houses
- Work to reduce tenure bias, that is, the favoring of owner-occupants over renter occupants, by reviewing City policy and plans to eliminate such bias
- Ensure the Fair Housing Board is active in removing barriers by providing community education, paired testing, and assessment of barriers to housing choice

Policy 2: Understand the connection between finances, housing, and literacy in order to remove barriers for vulnerable people like veterans, homeless people, elderly, domestic violence victims, formerly incarcerated people, and people recovering from addiction

Action Items:

- Review and reexamine how and where zoning codes permit group care facilities and group homes providing housing and supportive services and support distribution of such housing in neighborhood settings dispersed throughout the City
- Continue housing first programs and test other innovative housing approaches
- Improve connections among local service providers for the homeless and those experiencing poverty
- Expand/extend after care resources for previously homeless individuals
- Inventory the existing group care/transitional living facilities; disperse such facilities and amend policy as needed to meet the needs of the community
- Support and improve financial literacy services
- Better promote and improve literacy action

Policy 3: Support the concept of greenlining, or providing special financial resources in neighborhoods that were formerly redlined

The Greenlining Institute promotes greenlining as the solution to redlining. Per their website greenlining.org, they define greenlining as “the affirmative and proactive practice of providing economic opportunities to communities of color.” While greenlining may not undo all the negative impacts experienced as a result of redlining and systemic racism, it is an equitable approach for moving forward.

Action Items:

- Assemble a package of greenlining resources such as down payment assistance, access to fair credit for mortgages, housing finance counseling, and Live Near Your Work incentives

Policy 4: Develop varied and affordable housing options in each neighborhood

Affordable housing is a significant issue in larger cities and will become more of an issue in Roanoke as our population grows and as minimum wages fail to keep pace with inflation. Availability of affordable housing options creates stability for families. When a family has affordable, stable housing, opportunities for employment and education are more easily pursued.

There is a generally accepted principle that no more than one-third of family income should be spent on housing (rent or mortgage). Anything above one-third is considered “cost-burdened.” Families of all incomes have the potential to be cost burdened according to that definition. The problem becomes quite acute for families with lower incomes where little is left over for other necessities after paying rent.

A generally accepted definition of affordable housing is defined as that which can be afforded by a household with the median income for the area. The Housing Affordability Index looks at income ranges that are less than the median income and assesses affordability for, say, a family making only 80% of median household income. Families at this income level, in Roanoke at least, can typically find housing that does not make them cost burdened. Households making 60% of the median, however, will be cost burdened, paying about 40% of their income for housing. Someone making near minimum wage can expect to pay nearly 80% of their income for housing – obviously an unsustainable situation.

Post-WWII Roanoke followed the same housing direction of most communities: growing by adding residential subdivisions oriented to cars, separated from goods and services, and remote from places of employment. This model of suburban sprawl, unsustainable



from an environmental standpoint, also has had serious implications for equity. It has led to a concentration of poverty, intensified racial segregation, and limited transportation options for those who do not drive.

We are now seeing fundamental changes in how people live. The endless expansion of single-family residential subdivisions no longer seems sensible given that people are having fewer children and having them later in life and while more people are renting (by choice or not). Cities with one singular resource – land – are questioning the sustainability of low-density residential districts.

Because an in-depth analysis of housing is warranted but typically beyond the scope of a comprehensive plan, such a plan is recommended soon after adoption of this plan.

Action Items:

- Develop a housing plan as a component of the comprehensive plan
- Ensure affordable housing is available in all neighborhoods in the City
- Promote complete neighborhoods, so all neighborhoods have a broad range of housing types, including multifamily housing
- Pursue legislative opportunities to increase affordable housing options and opportunities
- Incentivize housing that is affordable and/or is built with universal design standards

Policy 4: Avoid displacement resulting from gentrification

In community development, there is a complex dilemma: people don’t want their neighborhoods to stay the same or get worse, nor do they want rapidly increasing rents that displace existing residents. Merriam Webster defines gentrification as “the process of repairing and rebuilding homes and businesses in a deteriorating area (such as an urban neighborhood) accompanied by an influx of middle-class or affluent people and that often results in the displacement of earlier, usually poorer residents.” While the first part sounds pretty good, it’s the second part—displacement—that is a worrisome and serious concern.

There has not been any evidence of significant gentrification in Roanoke. Old Southwest is probably the closest Roanoke has come to a gentrifying neighborhood. That transition—which has been taking place gradually over decades—has resulted today in a diverse, mixed income neighborhood.

Action Items:

- Maintain vigilance by monitoring data to identify emerging gentrification patterns
- Put decision-making about neighborhood improvements at the neighborhood

- level. Consider intensive public deliberation processes to determine neighborhood improvement priorities
- Use funds to rehabilitate existing housing stock to help current residents remain in their home
- Support the development or rehabilitation of affordable rental housing
- Educate community on the Homestead Exemption law

Priority Four: Inclusive Culture

Policy 1: Lead development of a culture of inclusion throughout Roanoke

The City should lead an effort to foster an environment where community members recognize and celebrate the inherent worth and dignity of all people.

Action Items:

- Sponsor opportunities for learning and discussion about the root causes of discrimination and how to address those issues
- Create opportunities for open dialogue among residents from all neighborhoods
- Provide educational opportunities to help community leaders become champions in their communities
- Promote dialogue with nonprofits and businesses on equity, diversity, and inclusion
- Consider inclusiveness and diversity when programming City-supported events
- Engage immigrant and refugee populations in community organizations
- Celebrate community successes

Policy 2: Build capacity for community-based organizations to better connect with their residents

Roanoke initiated a neighborhood partnership model in the 1980s that worked to engage community organizations, businesses, and governments. As the model was often cited as a best practice throughout the country, Roanoke’s neighborhoods built a strong network of neighborhood groups actively engaged in improving their communities.

These groups were governed and operated essentially as homeowner associations. In the last decades, those groups have found it increasingly difficult to engage people. Some groups, active and strong through the 1990s, became completely inactive. Others are struggling with dwindling membership.

The reasons are varied. Some with multiple jobs may struggle accomplishing daily tasks and dedicating time to attend neighborhood meetings may be difficult. Social media





has radically changed the ways we communicate and the typical monthly meeting may no longer be the best method for engagement. Alas, many neighborhood groups have traditionally held strong biases against renters and thus have alienated a large and growing segment of residents.

The City remains committed to community engagement because it is essential to identifying community needs and developing appropriate interventions to meet them. Radical adaptation of our past model of engagement is warranted.

Action Items:

- Provide training on equity and coalition building
- Use public deliberation techniques for informed decision making by citizens
- Facilitate connections among neighborhood leaders
- Continue grant funding to support neighborhood organizations
- Develop neighborhood-level capacity to decide and implement neighborhood improvements
- Ensure neighborhood engagement in civic governance

Priority Five: Service Delivery

This priority focuses on services provided by the City of Roanoke. It is crucial that services are provided equitably and in ways that are accessible to all residents.

Policy 1: Provide easily accessible information on community and public services

Discussions during planning meetings revealed that many are not aware of certain community or City services. There was a realization that it is not enough to actually provide services, but ensuring awareness of them is a critical part of service delivery.

Action Items:

- Employ best practices to promote available services in order to reach all residents regardless of age and income
- Consider neighborhood-based service information in civic facilities like libraries
- Support information and referral programs that help people connect with the resources they need
- Ensure government meetings are accessible at convenient times and there are accommodations for disabled people, and when appropriate, provide multiple opportunities for engagement by holding multiple meetings in neighborhood settings (such as at libraries), at different times of day
- Provide programs that help educate residents on City services and processes such as the Mayor’s Starting a Business Summit, Leadership College, and the Roanoke

Planning Academy

- Develop Spanish language versions of informational programs and online content

Policy 2: Remove barriers to accessing services and programs

The policy approach is to improve service delivery to citizens by enhancing their ability to access the service location or by mobilizing the service to convenient locations.

Action Items:

- Ensure services are accessible by transit (i.e., on or near a route)
- Provide services in neighborhoods with mobile units or by rotating services among libraries or other community facilities
- Convene community walks with residents and government service providers to establish communication and information-sharing (e.g., police, fire and EMS, planning/code enforcement, parks and recreation, teachers/school staff, etc.)

Policy 3: Prioritize infrastructure and facility improvements in in areas of need

In determining how limited funding for infrastructure and public facilities is spent, equitable prioritization should ensure that each neighborhood has adequate infrastructure to meet the needs of residents and businesses. Public facilities and infrastructure projects should be used to support overall neighborhood revitalization efforts, especially in target neighborhoods.

Action Items:

- Consider CDBG target neighborhoods as priorities for infrastructure improvements (e.g., sidewalks, curbs, streets, storm drainage, bike lanes, greenways, and street trees)
- Consider CDBG target neighborhoods as priorities for improvements to public facilities (e.g., fire stations, libraries, schools, parks, recreation centers, and other community services)



DIVERSITY EQUITY AND INCLUSION
COMMISSION TIMELINE

July 2022 - Dec 2022

- Connect with Community Partners
- Collect Existing Data
- Update City Council on progress (Dec)

January 2023 -
March 2023

- Complete existing data collection
- Collection primary data as needed

April 2023 - July 2023

- Public meetings

August 2023

- Final public meeting(s)

September 2023

- Compile all data

Oct 2023 - Nov 2023

- Develop recommendations
- Write final report

December 2023

- Present final report to City Council

Racial Equity Toolkit

An Opportunity to Operationalize Equity



LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY



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

This toolkit 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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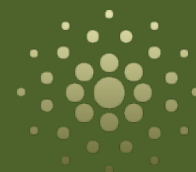
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UPDATED DEC 2016

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 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 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 jurisdictions at the forefront will create pathways for the increased engagement of more jurisdictions; 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.

TOOLKIT

Racial Equity Toolkit: An Opportunity to Operationalize Equity

Government
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I. What is a Racial Equity Tool?

Racial equity tools are designed to integrate explicit consideration of racial equity in decisions, including policies, practices, programs, and budgets. It is both a product and a process. Use of a racial equity tool can help to develop strategies and actions that reduce racial inequities and improve success for all groups.

Too often, policies and programs are developed and implemented without thoughtful consideration of racial equity. When racial equity is not explicitly brought into operations and decision-making, racial inequities are likely to be perpetuated. Racial equity tools provide a structure for institutionalizing the consideration of racial equity.

A racial equity tool:

- proactively seeks to eliminate racial inequities and advance equity;
- identifies clear goals, objectives and measurable outcomes;
- engages community in decision-making processes;
- identifies who will benefit or be burdened by a given decision, examines potential unintended consequences of a decision, and develops strategies to advance racial equity and mitigate unintended negative consequences; and,
- develops mechanisms for successful implementation and evaluation of impact.

Use of a racial equity tool is an important step to operationalizing equity. However, it is not sufficient by itself. We must have a much broader vision of the transformation of government in order to advance racial equity. To transform government, we must normalize conversations about race, operationalize new behaviors and policies, and organize to achieve racial equity.

For more information on the work of government to advance racial equity, check out GARE's "Advancing Racial Equity and Transforming Government: A Resource Guide for Putting Ideas into Action" on our website. The Resource Guide provides a comprehensive and holistic approach to advancing racial equity within government. In addition, an overview of key racial equity definitions is contained in Appendix A.

II. Why should government use this Racial Equity Tool?

From the inception of our country, government at the local, regional, state, and federal level has played a role in creating and maintaining racial inequity. A wide range of laws and policies were passed, including everything from who could vote, who could be a citizen, who could own property, who was property, where one could live, whose land was whose and more. With the Civil Rights movement, laws and policies were passed that helped to create positive changes, including making acts of 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.

Many current inequities are sustained by historical legacies and structures and systems that repeat patterns of exclusion. Institutions and structures have continued to create and perpetuate inequities, despite the lack of explicit intention. Without intentional intervention, institutions and structures will continue to perpetuate racial inequities. Government has the ability to implement policy change at multiple levels and across multiple sectors to drive larger systemic change. Routine use of a racial equity tool explicitly integrates racial equity into governmental operations.

Local and regional governmental jurisdictions that are a part of the GARE are using a racial equity tool. Some, such as the city of Seattle in Washington, Multnomah County in Oregon, and

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the city of Madison in Wisconsin have been doing so for many years:

- The Seattle Race and Social Justice Initiative (RSJI) is a citywide effort to end institutionalized racism and race-based disparities in City government. The Initiative was launched in 2004. RSJI includes training to all City employees, annual work plans, and change teams in every city department. RSJI first started using its Racial Equity Tool during the budget process in 2007. The following year, in recognition of the fact that the budget process was just the “tip of the ice berg,” use of the tool was expanded to be used in policy and program decisions. In 2009, Seattle City Council included the use of the Racial Equity Tool in budget, program and policy decisions, including review of existing programs and policies, in a resolution (Resolution 31164) affirming the City’s Race and Social Justice Initiative. In 2015, newly elected Mayor Ed Murray issued an Executive Order directing expanded use of the Racial Equity Tool, and requiring measurable outcomes and greater accountability.

See Appendix B for examples of how Seattle has used its Racial Equity Tool, including legislation that offers protections for women who are breastfeeding and use of criminal background checks in employment decisions.

Multnomah County’s Equity and Empowerment Lens is used to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs. At its core, it is a set of principles, reflective questions, and processes that focuses at the individual, institutional, and systemic levels by:

- deconstructing what is not working around racial equity;
- reconstructing and supporting what is working;
- shifting the way we make decisions and think about this work; and,
- healing and transforming our structures, our environments, and ourselves.

Numerous Multnomah County departments have made commitments to utilizing the Lens, including a health department administrative policy and within strategic plans of specific departments. Tools within the Lens are used both to provide analysis and to train employers and partners on how Multnomah County conducts equity analysis.

Madison, Wisconsin is implementing a racial equity tool, including both a short version and a more in-depth analysis. See Appendix D for a list of the types of projects on which the city of Madison has used their racial equity tool.

For jurisdictions that are considering implementation of a racial equity tool, these jurisdictions examples are powerful. Other great examples of racial equity tools are from the Annie E. Casey Foundation and Race Forward.

In recognition of the similar ways in which institutional and structural racism have evolved across the country, GARE has developed this Toolkit that captures the field of practice and commonalities across tools. We encourage jurisdictions to begin using our Racial Equity Tool. Based on experience, customization can take place if needed to ensure that it is most relevant to local conditions. Otherwise, there is too great of a likelihood that there will be a significant investment of time, and potentially money, in a lengthy process of customization without experience. It is through the implementation and the experience of learning that leaders and staff will gain experience with use of a tool. After a pilot project trying out this tool, jurisdictions will have a better understanding of how and why it might make sense to customize a tool.

For examples of completed racial equity analyses, check out Appendix B and Appendix D, which includes two examples from the city of Seattle, as well as a list of the topics on which the city of Madison has used their racial equity tool.

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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III. Who should use a racial equity tool?

A racial equity tool can be used at multiple levels, and in fact, doing so, will increase effectiveness.

- **Government staff:** The routine use of a racial equity tool by staff provides the opportunity to integrate racial equity across the breadth, meaning all governmental functions, and depth, meaning across hierarchy. For example, policy analysts integrating racial equity into policy development and implementation, and budget analysts integrating racial equity into budget proposals at the earliest possible phase, increases the likelihood of impact. Employees are the ones who know their jobs best and will be best equipped to integrate racial equity into practice and routine operations.
- **Elected officials:** Elected officials have the opportunity to use a racial equity tool to set broad priorities, bringing consistency between values and practice. When our elected officials are integrating racial equity into their jobs, it will be reflected in the priorities of the jurisdiction, in direction provided to department directors, and in the questions asked of staff. By asking simple racial equity tool questions, such as “How does this decision help or hinder racial equity?” or “Who benefits from or is burdened by this decision?” on a routine basis, elected officials have the ability to put theory into action.
- **Community based organizations:** Community based organizations can ask questions of government about use of racial equity tool to ensure accountability. Elected officials and government staff should be easily able to describe the results of their use of a racial equity tool, and should make that information readily available to community members. In addition, community based organizations can use a similar or aligned racial equity tool within their own organizations to also advance racial equity.



Government staff



Elected officials



Community

IV. When should you use a racial equity tool?

The earlier you use a racial equity tool, the better. When racial equity is left off the table and not addressed until the last minute, the use of a racial equity tool is less likely to be fruitful. Using a racial equity tool early means that individual decisions can be aligned with organizational racial equity goals and desired outcomes. Using a racial equity tool more than once means that equity is incorporated throughout all phases, from development to implementation and evaluation.

V. The Racial Equity Tool

The Racial Equity Tool is a simple set of questions:

1. **Proposal:** What is the policy, program, practice or budget decision under consideration? What are the desired results and outcomes?
2. **Data:** What's the data? What does the data tell us?
3. **Community engagement:** How have communities been engaged? Are there opportunities to expand engagement?
4. **Analysis and strategies:** Who will benefit from or be burdened by your proposal? What are your strategies for advancing racial equity or mitigating unintended consequences?
5. **Implementation:** What is your plan for implementation?

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6. **Accountability and communication:** How will you ensure accountability, communicate, and evaluate results?

The following sections provide a description of the overall questions. Once you are ready to jump into action, please check out the worksheet that can be found in Appendix C.

STEP #1

What is your proposal and the desired results and outcomes?

While it might sound obvious, having a clear description of the policy, program, practice, or budget decision (for the sake of brevity, we refer to this as a “proposal” in the remainder of these steps) at hand is critical.

We should also be vigilant in our focus on impact.

The terminology for results and outcomes is informed by our relationship with Results Based Accountability™. This approach to measurement clearly delineates between community conditions / population accountability and performance accountability / outcomes. These levels share a common systematic approach to measurement. This approach emphasizes the importance of beginning with a focus on the desired “end” condition.

- Results are at the community level are the end 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.
- 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?

We encourage you to be clear about the desired end conditions in the community and to emphasize those areas where you have the most direct influence. When you align community indicators, government strategies, and performance measures, you maximize the likelihood for impact. To ultimately impact community conditions, government must partner with other institutions and the community.

You should be able to answer the following questions:

1. Describe the policy, program, practice, or budget decision under consideration?
2. What are the intended results (in the community) and outcomes (within your organization)?
3. What does this proposal have an ability to impact?
 - Children and youth
 - Community engagement
 - Contracting equity
 - Criminal justice
 - Economic development
 - Education
 - Environment
 - Food access and affordability
 - Government practices
 - Health
 - Housing
 - Human services
 - Jobs
 - Planning and development
 - Transportation
 - Utilities
 - Workforce equity

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STEP #2

What's the data? What does the data tell us?

Measurement matters. When organizations are committed to racial equity, it is not just an aspiration, but there is a clear understanding of racial inequities, and strategies and actions are developed and implemented that align between community conditions, strategies, and actions. Using data appropriately will allow you to assess whether you are achieving desired impacts.

Too often data might be available, but is not actually used to inform strategies and track results. The enormity of racial inequities can sometimes feel overwhelming. For us to have impact in the community, we must partner with others for cumulative impact. The work of government to advance racial equity is necessary, but not sufficient. Nevertheless, alignment and clarity will increase potential impact. We must use data at both levels; that is data that clearly states 1) community indicators and desired results, and 2) our specific program or policy outcomes and performance measures.

Performance measures allow monitoring of the success of implementation of actions that have a reasonable chance of influencing indicators and contributing to results. As indicated in Step 1, performance measures respond to three different levels:

Quantity—how much did we do?

Quality—how well did we do it?

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 assess and collect the best types of performance measures so that you are able to track your progress.

In analyzing data, you should think not only about quantitative data, but also qualitative data. Remember that sometimes missing data can speak to the fact that certain communities, issues or inequities have historically been overlooked. Sometimes data sets treat communities as a monolithic group without respect to subpopulations with differing socioeconomic and cultural experience. Using this data could perpetuate historic inequities. Using the knowledge and expertise of a diverse set of voices, along with quantitative data is necessary (see Step #3).

You should be able to answer the following questions about data:

1. Will the proposal have impacts in specific geographic areas (neighborhoods, areas, or regions)? What are the racial demographics of those living in the area?
2. What does population level data tell you about existing racial inequities? What does it tell you about root causes or factors influencing racial inequities?
3. What performance level data do you have available for your proposal? This should include data associated with existing programs or policies.
4. Are there data gaps? What additional data would be helpful in analyzing the proposal? If so, how can you obtain better data?

Data Resources

Federal

- **American FactFinder:** The US Census Bureau's main site for online access to population, housing, economic and geographic data. <http://factfinder.census.gov>
- **US Census Quick Facts:** <http://quickfacts.census.gov/qfd/index.html>
- **Center for Disease Control (CDC)** <http://wonder.cdc.gov>

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State

- **American FactFinder** and the **US Census** website also have state data.
<http://factfinder.census.gov>
- Other sources of data vary by state. Many states offer data through the Office of Financial Management. Other places to find data include specific departments and divisions.

Local

- **American FactFinder** and the **US Census** website also have local data.
<http://factfinder.census.gov>
- Many jurisdictions have lots of city and county data available. Other places to find data include specific departments and divisions, service providers, community partners, and research literature.

STEP #3

How have communities been engaged?

Are there opportunities to expand engagement?

It is not enough to consult data or literature to assume how a proposal might impact a community. Involving communities impacted by a topic, engaging community throughout all phases of a project, and maintaining clear and transparent communication as the policy or program is implemented will help produce more racially equitable results.

It is especially critical to engage communities of color. Due to the historical reality of the role of government in creating and maintaining racial inequities, it is not surprising that communities of color do not always have much trust in government. In addition, there is a likelihood that other barriers exist, such as language, perception of being welcome, and lack of public transportation, or childcare. For communities with limited English language skills, appropriate language materials and translation must be provided.

Government sometimes has legal requirements on the holding of public meetings. These are often structured as public hearings, with a limited time for each person to speak and little opportunity for interaction. It is important to go beyond these minimum requirements by using community meetings, focus groups, and consultations with commissions, advisory boards, and community-based organizations. A few suggestions that are helpful:

- When you use smaller groups to feed into a larger process, be transparent about the recommendations and/or thoughts that come out of the small groups (e.g. Have a list of all the groups you met with and a summary of the recommendations from each. That way you have documentation of what came up in each one, and it is easier to demonstrate the process).
- When you use large group meetings, provide a mix of different ways for people to engage, such as the hand-held voting devices, written comments that you collect, small groups, etc. It is typical, both because of structure and process, for large group discussions to lead to the participation of fewer voices. Another approach is to use dyads where people “interview” each other, and then report on what their partner shared. Sometimes people are more comfortable sharing other people’s information.
- Use trusted advocates/outreach and engagement liaisons to collect information from communities that you know are typically underrepresented in public processes. Again, sharing and reporting that information in a transparent way allows you to share it with

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others. For communities that have concerns about documentation status and interaction with government in general, this can be a particularly useful strategy.

Here are a few examples of good resources for community engagement:

- The City of Seattle Inclusive Outreach and Public Engagement Guide
- The City of Portland's Public Engagement Guide

You should be able to answer the following questions about community engagement and involving stakeholders:

1. Who are the most affected community members who are concerned with or have experience related to this proposal? How have you involved these community members in the development of this proposal?
2. What has your engagement process told you about the burdens or benefits for different groups?
3. What has your engagement process told you about the factors that produce or perpetuate racial inequity related to this proposal?

STEP #4

Who benefits from or will be burdened by your proposal? What are your strategies for advancing racial equity or mitigating unintended consequences?

Based on your data and stakeholder input, you should step back and assess your proposal and think about complementary strategies that will help to advance racial equity.

Governmental decisions are often complex and nuanced with both intended and unintended impacts. For example, when cities and counties face the necessity of making budget cuts due to revenue shortfalls, the goal is to balance the budget and the unintended consequence is that people and communities suffer the consequences of cut programs. In a situation like this, it is important to explicitly consider the unintended consequences so that impacts can be mitigated to the maximum extent possible.

We often tend to view policies, programs, or practices in isolation. Because racial inequities are perpetuated through systems and structures, it is important to also think about complementary approaches that will provide additional leverage to maximize the impact on racial inequity in the community. Expanding your proposal to integrate policy and program strategies and broad partnerships will help to increase the likelihood of community impact. Here are some examples:

- Many excellent programs have been developed or are being supported through health programs and social services. Good programs and services should continue to be supported, however, programs will never be sufficient to ultimately achieve racial equity in the community. If you are working on a program, think about policy and practice changes that can decrease the need for programs.
- Many jurisdictions have passed “Ban-the-Box” legislation, putting limitations on the use of criminal background checks in employment and/or housing decisions. While this is a policy that is designed to increase the likelihood of success for people coming out of incarceration, it is not a singular solution to racial inequities in the criminal justice system. To advance racial equity in the criminal justice system, we need comprehensive strategies that build upon good programs, policies, and partnerships.

You should be able to answer the following questions about strategies to advance racial equity:

1. Given what you have learned from the data and stakeholder involvement, how will the

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proposal increase or decrease racial equity? Who would benefit from or be burdened by your proposal?

2. What are potential unintended consequences? What are the ways in which your proposal could be modified to enhance positive impacts or reduce negative impacts?
3. Are there complementary strategies that you can implement? What are ways in which existing partnerships could be strengthened to maximize impact in the community? How will you partner with stakeholders for long-term positive change?
4. Are the impacts aligned with the your community outcomes defined in Step #1?

STEP #5

What is your plan for implementation?

Now that you know what the unintended consequences, benefits, and impacts of the proposal and have developed strategies to mitigate unintended consequences or expand impact, it is important to focus on thoughtful implementation.

You should be able to answer the following about implementation:

1. Describe your plan for implementation.
2. Is your plan:
 - realistic?
 - adequately funded?
 - adequately resourced with personnel?;
 - adequately resourced with mechanisms to ensure successful implementation and enforcement?
 - adequately resourced to ensure on-going data collection, public reporting, and community engagement?

If the answer to any of these questions is no, what resources or actions are needed?

STEP #6

How will you ensure accountability, communicate, and evaluate results?

Just as data was critical in analyzing potential impacts of the program or policy, data will be important in seeing whether the program or policy has worked. Developing mechanisms for collecting data and evaluating progress will help measure whether racial equity is being advanced.

Accountability entails putting processes, policies, and leadership in place to ensure that program plans, evaluation recommendations, and actions leading to the identification and elimination of root causes of inequities are actually implemented.

How you communicate about your racial equity proposal is also important for your success. Poor communication about race can trigger implicit bias or perpetuate stereotypes, often times unintentionally. Use a communications tool, such as the Center for Social Inclusion's [Talking About Race Right Toolkit](#) to develop messages and a communications strategy.

Racial equity tools should be used on an ongoing basis. Using a racial equity tool at different phases of a project will allow new opportunities for advancing racial equity to be identified and implemented. Evaluating results means that you will be able to make any adjustments to maximize impact.

You should be able to answer the following questions about accountability and implementation:

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1. How will impacts be documented and evaluated? Are you achieving the anticipated outcomes? Are you having impact in the community?
2. What are your messages and communication strategies that will help advance racial equity?
3. How will you continue to partner and deepen relationships with communities to make sure your work to advance racial equity is working and sustainable for the long haul?

VI. What if you don't have enough time?

The reality of working in government is that there are often unanticipated priorities that are sometimes inserted on a fast track. While it is often tempting to say that there is insufficient time to do a full and complete application of a racial equity tool, it is important to acknowledge that even with a short time frame, asking a few questions relating to racial equity can have a meaningful impact. We suggest that the following questions should be answered for “quick turn around” decisions:

- What are the racial equity impacts of this particular decision?
- Who will benefit from or be burdened by the particular decision?
- Are there strategies to mitigate the unintended consequences?

VII. How can you address barriers to successful implementation?

You may have heard the phrase, “the system is perfectly designed to get the outcomes it does.” For us to get to racially equitable outcomes, we need to work at the institutional and structural levels. As a part of institutions and systems, it is often a challenge to re-design systems, let alone our own individual jobs. One of the biggest challenges is often a skills gap. Use of a racial equity tool requires skill and competency, so it will be important for jurisdictions to provide training, mentoring, and support for managers and staff who are using the tool. GARE has a training curriculum that supports this Toolkit, as well as a “train-the-trainer” program to increase the capacity of racial equity advocates using the Toolkit.

Other barriers to implementation that some jurisdictions have experienced include:

- a lack of support from leadership;
- a tool being used in isolation;
- a lack of support for implementing changes; and,
- perfection (which can be the enemy of good).

Strategies for addressing these barriers include:

- building the capacity of racial equity teams. Training is not just to cultivate skills for individual employees, but is also to build the skill of teams to create support for group implementation and to create a learning culture;
- systematizing the use of the Racial Equity Tool. If the Racial Equity Tool is integrated into routine operations, such as budget proposal forms or policy briefing forms, then management and staff will know that it is an important priority;
- recognizing complexity. In most cases, public policy decisions are complex, and there are numerous pros, cons and trade-offs to be considered. When the Racial Equity Tool is used on an iterative basis, complex nuances can be addressed over time; and,

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- maintaining accountability. Build the expectation that managers and directors routinely use the Racial Equity Tool into job descriptions or performance agreements.

Institutionalizing use of a racial equity tool provides the opportunity to develop thoughtful, realistic strategies and timelines that advance racial equity and help to build long-term commitment and momentum.

VIII. How does use of a racial equity tool fit with other racial equity strategies?

Using a racial equity tool is an important step to operationalizing equity. However, it is not sufficient by itself. We must have a much broader vision of the transformation of government in order to advance racial equity. To transform government, we must normalize conversations about race, operationalize new behaviors and policies, and organize to achieve racial equity.

GARE is seeing more and more jurisdictions that are making a commitment to achieving racial equity, by focusing on the power and influence of their own institutions, and working in partnership across sectors and with the community to maximize impact. We urge you to join with others on this work. If you are interested in using a racial equity tool and/or joining local and regional government from across the country to advance racial equity, please let us know.

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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 a jurisdiction serves, proportionate to the jurisdictions demographics.

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 a jurisdiction reflects the diversity of its residents, including across the breadth (functions and departments) and depth (hierarchy) of government.

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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 the 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's 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.

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RACE & SOCIAL JUSTICE
INITIATIVE

Racial Equity Toolkit

to Assess Policies, Initiatives, Programs, and Budget Issues

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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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/>

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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/>

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Racial Equity Tool Worksheet

Step #1

What is your proposal and the desired results and outcomes?

1. Describe the policy, program, practice, or budget decision (for the sake of brevity, we refer to this as a “proposal” in the remainder of these steps)
2. What are the intended results (in the community) and outcomes (within your own organization)?
3. What does this proposal have an ability to impact?

Children and youth	Health
Community engagement	Housing
Contracting equity	Human services
Criminal justice	Jobs
Economic development	Parks and recreation
Education	Planning / development
Environment	Transportation
Food access and affordability	Utilities
Government practices	Workforce equity
Other _____	

Step #2

What's the data? What does the data tell us?

1. Will the proposal have impacts in specific geographic areas (neighborhoods, areas, or regions)? What are the racial demographics of those living in the area?
2. What does population level data, including quantitative and qualitative data, tell you about existing racial inequities? What does it tell you about root causes or factors influencing racial inequities?
3. What performance level data do you have available for your proposal? This should include data associated with existing programs or policies.
4. Are there data gaps? What additional data would be helpful in analyzing the proposal? If so, how can you obtain better data?

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Step #3**How have communities been engaged? Are there opportunities to expand engagement?**

1. Who are the most affected community members who are concerned with or have experience related to this proposal? How have you involved these community members in the development of this proposal?
2. What has your engagement process told you about the burdens or benefits for different groups?
3. What has your engagement process told you about the factors that produce or perpetuate racial inequity related to this proposal?

Step #4**What are your strategies for advancing racial equity?**

1. Given what you have learned from research and stakeholder involvement, how will the proposal increase or decrease racial equity? Who would benefit from or be burdened by your proposal?
2. What are potential unintended consequences? What are the ways in which your proposal could be modified to enhance positive impacts or reduce negative impacts?
3. Are there complementary strategies that you can implement? What are ways in which existing partnerships could be strengthened to maximize impact in the community? How will you partner with stakeholders for long-term positive change?
4. Are the impacts aligned with your community outcomes defined in Step #1?

Step #5**What is your plan for implementation?**

1. Describe your plan for implementation.
2. Is your plan:
 - Realistic?
 - Adequately funded?
 - Adequately resourced with personnel?
 - Adequately resources with mechanisms to ensure successful implementation and enforcement?
 - Adequately resourced to ensure on-going data collection, public reporting, and community engagement?

If the answer to any of these questions is no, what resources or actions are needed?

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Step #6

How will you ensure accountability, communicate, and evaluate results?

1. How will impacts be documented and evaluated? Are you achieving the anticipated outcomes? Are you having impact in the community?
2. What are your messages and communication strategies that will help advance racial equity?
3. How will you continue to partner and deepen relationships with communities to make sure your work to advance racial equity is working and sustainable for the long-haul?

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Applications of a Racial Equity Tool in Madison, WI

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Agency/ Organization	Project	Tool(s) Used	Purpose & Outcomes (if applicable)
Clerk's Office	2015–2016 work plan	Equity & Empowerment Lens (Mult. Co.)	Adopted new mission, vision, work plan, and evaluation plan with racial equity goals
Streets Division	Analysis of neighborhood trash pickup	RESJI analysis (comprehensive)	Recommendations to adjust large item pickup schedule based on neighborhood & seasonal needs
Madison Out of School Time (MOST) Coalition	Strategic planning	RESJI analysis (fast-track)	Adopted strategic directions, including target populations, informed by racial equity analysis
Public Health Madison & Dane County	Dog breeding & licensing ordinance	RESJI analysis (comprehensive)	Accepted recommendation to table initial legislation & develop better policy through more inclusive outreach; updated policy adopted
Fire Department	Planning for new fire station	RESJI analysis (comprehensive)	Recommendations for advancing racial equity and inclusive community engagement; development scheduled for 2016–2017
Metro Transit	Succession planning for management hires	RESJI equitable hiring checklist	First woman of color promoted to Metro management position in over 20 years
Human Resources Department	2015 & 2016 work plans	RESJI analysis (fast-track & comprehensive)	2015 plan reflects staff input; 2016 work plan to include stakeholder input (est. 10/15)
Human Resources Department	City hiring process	RESJI analysis (comprehensive)	Human Resources 2015 racial equity report: http://racialequityalliance.org/2015/08/14/the-city-of-madison-2015-human-resources-equity-report-advancing-racial-equity-in-the-city-workforce/
Economic Development Division	Public Market District project	RESJI analysis (comprehensive)	10 recommendations proposed to Local Food Committee for incorporation into larger plan
Public Health Madison & Dane County	Strategic planning	RESJI analysis (fast-track)	Incorporation of staff & stakeholder input, racial equity priorities, to guide goals & objectives (est. 11/15)

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Agency/ Organization	Project	Tool(s) Used	Purpose & Outcomes (if applicable)
Planning, Community & Econ. Devel. Dept.	Judge Doyle Square development (public/private, TIF-funded)	RESJI analysis (fast-track); ongoing consultation	Highlight opportunities for advancement of racial equity; identify potential impacts & unintended consequences; document public-private development for lessons learned and best practices
Parks Division	Planning for accessible playground	TBD	Ensure full consideration of decisions as informed by community stakeholders, with a focus on communities of color and traditionally marginalized communities, including people with disabilities.
Fire Department	Updates to promotional processes	TBD	Offer fair and equitable opportunities for advancement (specifically Apparatus Engineer promotions)

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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.

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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.

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