

Advancing Racial Equity and Transforming Government

A Resource Guide to Put Ideas into Action



LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

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**GOVERNMENT ALLIANCE ON
RACE & EQUITY**

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

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Across the country, governmental jurisdictions are:

Making a
commitment
to achieving
racial equity

Focusing on
the power
and influence
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institutions

Working in
partnership
with others

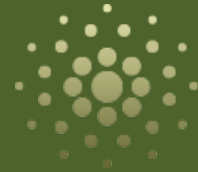
**When this occurs, significant leverage
and expansion opportunities emerge,
setting the stage for the achievement of
racial equity in our communities.**

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ABOUT THE GOVERNMENT ALLIANCE ON RACE & EQUITY



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

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

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

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

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

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

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

- Mayor Betsy Hodges, Mayor of Minneapolis

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INTRODUCTION

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

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

We know that is important for us to work together.

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

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

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

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

Why government?

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

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

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

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

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

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

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

We are now at a critical juncture where there

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

Why race?

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

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

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

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

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

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

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Why now?

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

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

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

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

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

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

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

What do we mean by “racial equity”?

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

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

How does advancing racial equity improve our collective success?

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

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

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

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

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

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

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

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

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

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

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

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

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

- Supervisor Sheila Stubbs, Dane County, WI

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1. USE A SHARED RACIAL EQUITY FRAMEWORK

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

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

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

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

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

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

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

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

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

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

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

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History of Government and Race

Initially explicit

Government explicitly creates and maintains racial inequity

Became implicit

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

Current opportunity: government for racial equity

Proactive policies, practices and procedures that advance racial equity

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

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

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

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

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

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

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

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

B. A Definition of Racial Equity and Inequity

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

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

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

C. The Difference between Explicit and Implicit Bias

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

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

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

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

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

EXAMPLES OF IMPLICIT BIAS IMPACT

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

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

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

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

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

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

WHAT TO DO ABOUT BIAS?

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

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

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

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

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

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

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

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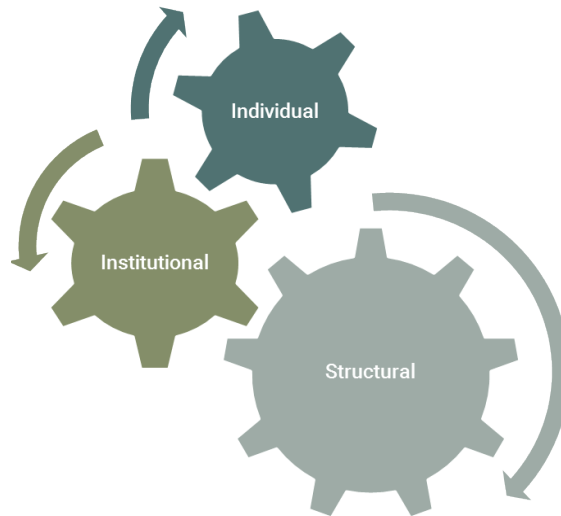
Individual racism—The room we’re all sitting in, our immediate context. Individual racism is pre-judgment, bias, or discrimination by an individual based on race. Individual-level racism includes both internalized racism—our private beliefs and biases about race and racism that are influenced by our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

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

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

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

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



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

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

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SPOTLIGHT ON Dubuque, Iowa



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

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

Inclusive Dubuque

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

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

To Learn More

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

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SPOTLIGHT ON

Saint Paul, Minnesota

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

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

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

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

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

Continued on next page

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

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

To Learn More:

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

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

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2. BUILD ORGANIZATIONAL CAPACITY FOR RACIAL EQUITY

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

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

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

key strategies to achieve them is critical.

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

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

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

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

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

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

Seven Levers of Change from Andrea Shapiro

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

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

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

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

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

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

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

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

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

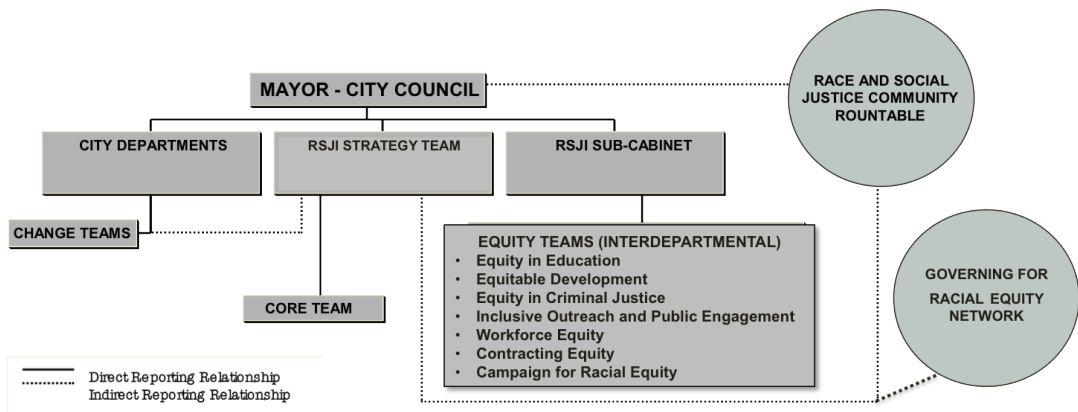
In Seattle, the development of annual Racial Equity work plans, use of a Racial Equity Tool (see section 3 for more detail), support from the Mayor and departmental directors in integrating racial equity into accountability agreements, and special events to recognize

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

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

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

Capacity Building in Seattle Race and Social Justice Initiative Organizational Chart



Working Groups

- RSJI Strategy Team** – The Initiative managing team from the Seattle Office of Civil Rights (SOCR)
- Change Team** – A group of employees in each department that help implement RSJI activities and work plans.
- Core Team** – A Citywide leadership development team of 25 people that work with IDT’s to implement RSJI activities.
- RSJI Sub-Cabinet** – Department Directors or deputies who advise and review RSJI activities.
- Interdepartmental Teams** – Convened by lead departments to develop and implement Citywide strategies and community partnerships to address racial inequity.
- RSJ Community Roundtable** – A coalition of 25 government and community based organizations working for racial equity in King County.
- Governing for Racial Equity Network** – A regional network of government agencies in Washington, Oregon and northern California working on issues of equity.

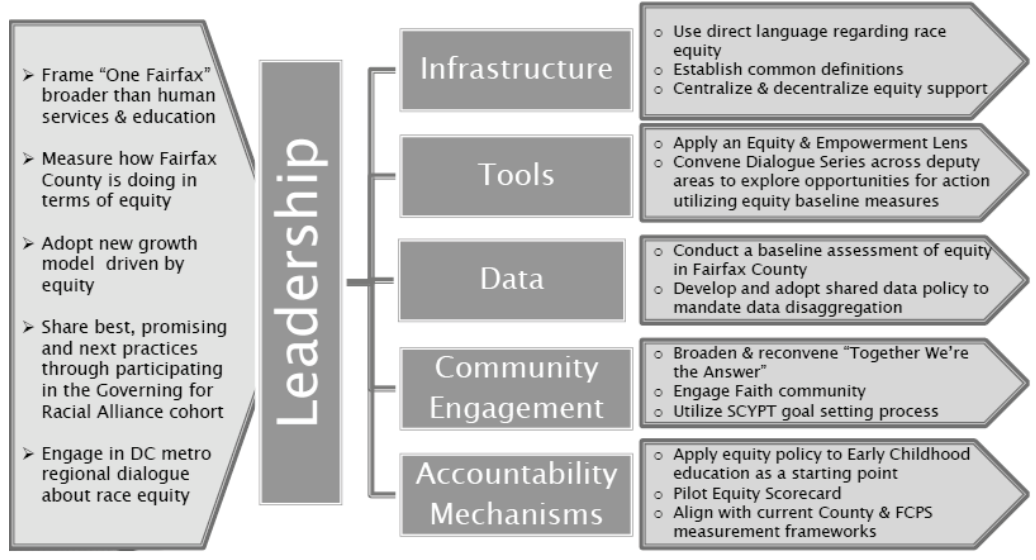
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Capacity Building in Fairfax County Strategic Plan to Advance Opportunity and Achieve Racial Equity

September, 2014



Citywide Racial Equity Goals & Strategies, City of Portland

CITYWIDE RACIAL EQUITY GOALS & STRATEGIES



OFFICE of EQUITY
and HUMAN RIGHTS
CITY OF PORTLAND

EQUITY GOAL #1

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

EQUITY GOAL #2

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

EQUITY GOAL #3

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

OVERALL STRATEGIES

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

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SPOTLIGHT ON

Multnomah County, Oregon

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

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

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

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

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

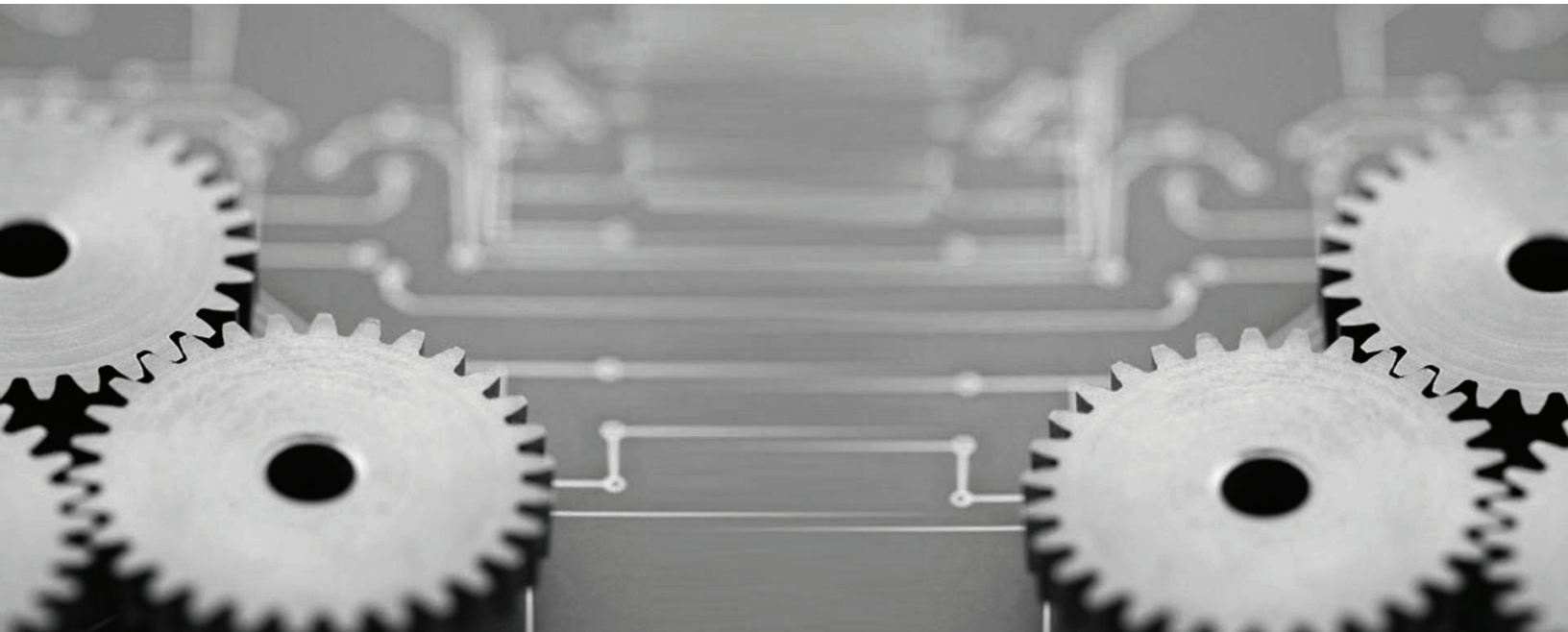
To Learn More

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

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

Patricia Lally
Director, Seattle Office of Civil Rights

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3. IMPLEMENT RACIAL EQUITY TOOLS

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

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

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

asurable outcomes and develop mechanisms for successful implementation.

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

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

Components of a Racial Equity Tool

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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SPOTLIGHT ON

Seattle, Washington

SOUNDERBRUCE/CREATIVE COMMONS

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

Initiative Infrastructure

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

The Racial Equity Toolkit

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

A Woman's Right to Breastfeed in Public

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

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

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

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

Job Assistance Ordinance

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

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

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

El Centro de la Raza Plaza Project

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

For More Information

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

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

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SPOTLIGHT ON

Madison, Wisconsin

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

A focus on racial and health equity started in the Public Health Department, which is the only city-county department in Madison and Dane County. Data had consistently shown a link between race and health problems, such as diabetes and obesity. Additionally, the City's Department of Civil Rights has historically worked on workforce equity issues within and throughout the city—through Affirmative Action



and Equal Opportunities programs. Mayor Paul Soglin and City Council members reached out to the Health and Civil Rights Departments to start drafting strategies that looked deeply at racial equity in Madison and Dane County.

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

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

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

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

To learn more

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

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SPOTLIGHT ON

Minneapolis Park & Recreation Board, Minnesota

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



Bossen Field Renovation

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

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

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

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

South Service Area Master Plan

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

RecQuest

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

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

To Learn More

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

Voices for Racial Justice (voicesforracialjustice.org)

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

Karla Bruce, Director
Dept. of Neighborhood
and Community Services

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4. USE DATA AND METRICS

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

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

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

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

within government (Kania and Kramer, 2011).

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

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

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

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

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

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

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

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

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

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

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

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

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

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| | QUANTITY | QUALITY |
|--------|--|--|
| EFFORT | <p>How Much We Do</p> <p>How much service did we deliver?</p> <ul style="list-style-type: none"> # Customers served # Services/Activities | <p>How Well We Do It</p> <p>How well did we do it?</p> <ul style="list-style-type: none"> % Services/activities performed well |
| EFFECT | <p>Is Anyone Better Off?</p> <p>What quantity/quality of change for the better did we produce?</p> <p>#/% with improvement in:</p> <ul style="list-style-type: none"> Skills Attitudes Behavior Circumstances | |

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

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

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

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Racial Equity Scorecard

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

Racial Equity Scorecard Metrics

YOUTH SUCCESS AND EDUCATION

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

HEALTH

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

HOUSING

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

JOBS/ECONOMIC JUSTICE

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

CRIMINAL JUSTICE

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

COMMITMENT TO ACHIEVING RACIAL EQUITY

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

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Survey Data to Track Perception in Seattle

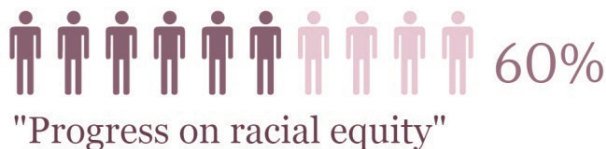
The City of Seattle conducts an internal survey of all city employees every two years. This survey allows Seattle to track the progress of the city as a whole, as well as individual departments, in operationalizing equity. The survey allows the city to assess employee understanding and skill of institutional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



RSJI EMPLOYEE SURVEY 2012



RSJI COMMUNITY SURVEY 2012



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SPOTLIGHT ON

Fairfax County, Virginia

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



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

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

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

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

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

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

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

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

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

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

To Learn More

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

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

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

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

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

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

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5. PARTNER WITH OTHERS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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SPOTLIGHT ON

Portland, Oregon

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

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



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

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

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

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

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

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

To Learn More

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

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

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6. COMMUNICATE AND ACT WITH URGENCY

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

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

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

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

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

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

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

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

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

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

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

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

AFFIRM

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

COUNTER

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

TRANSFORM

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

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

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

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

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

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BRINGING THE PIECES TOGETHER

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

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

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

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

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

Managing Change

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

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

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

For example:

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

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

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

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

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

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

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

Tools for Managing in a Complex Context

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

OPEN UP THE DISCUSSION

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

SET BARRIERS

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

STIMULATE ATTRACTORS

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

ENCOURAGE DISSENT AND DIVERSITY

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

MANAGE STARTING CONDITIONS AND MONITOR FOR EMERGENCE

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

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

INSIDE/OUTSIDE STRATEGIES

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

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

GOING DEEP AFTER GOING BROAD

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

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

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CONCLUSION

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

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

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

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

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Glossary of Frequently Used Terms

Bias

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

Community Indicator

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

Contracting Equity

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

Equity Result

The condition we aim to achieve in the community.

Explicit Bias

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

Implicit Bias

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

Individual Racism

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

Institutional Racism

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

Performance Measure

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

Racial Equity

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

Racial Inequity

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

Structural Racism

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

Workforce Equity

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

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City of Seattle Racial Equity Toolkit

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

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

Racial Equity Toolkit

to Assess Policies, Initiatives, Programs, and Budget Issues



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.

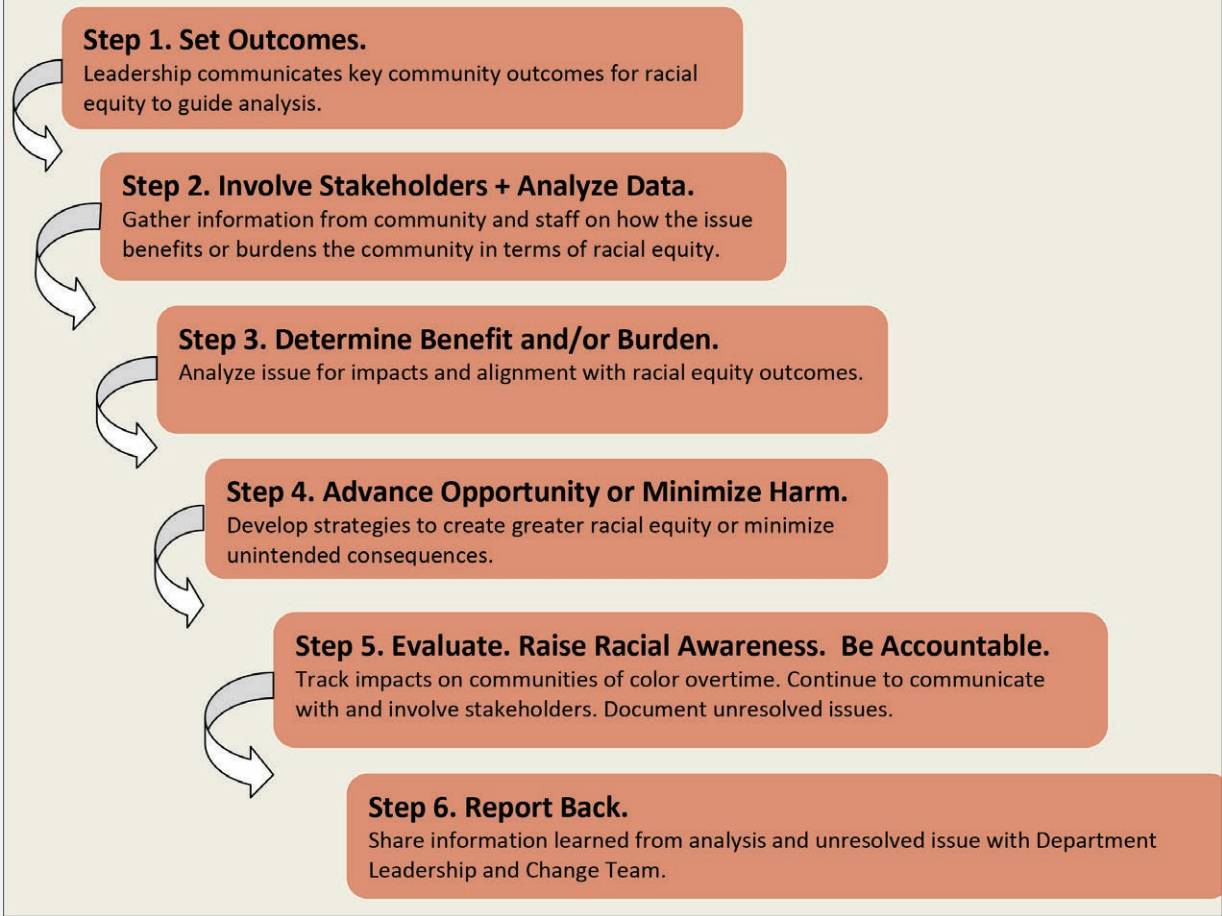
When Do I Use This Toolkit?

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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Advancing Racial Equity & Transforming Government

Government Alliance on Race and Equity

Racial Equity Toolkit Assessment Worksheet

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

Description: _____

Department: _____ Contact: _____

Policy Initiative Program Budget Issue

Step 1. Set Outcomes.

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

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

- | | |
|--|---|
| <input type="checkbox"/> Education | <input type="checkbox"/> Criminal Justice |
| <input type="checkbox"/> Community Development | <input type="checkbox"/> Jobs |
| <input type="checkbox"/> Health | <input type="checkbox"/> Housing |
| <input type="checkbox"/> Environment | |

1c. Are there impacts on:

- | | |
|---|---|
| <input type="checkbox"/> Contracting Equity | <input type="checkbox"/> Immigrant and Refugee Access to Services |
| <input type="checkbox"/> Workforce Equity | <input type="checkbox"/> 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)*:

- | | | |
|--|---|--|
| <input type="checkbox"/> All Seattle neighborhoods | <input type="checkbox"/> Lake Union | <input type="checkbox"/> East District |
| <input type="checkbox"/> Ballard | <input type="checkbox"/> Southwest | <input type="checkbox"/> King County (outside Seattle) |
| <input type="checkbox"/> North | <input type="checkbox"/> Southeast | <input type="checkbox"/> Outside King County |
| <input type="checkbox"/> NE | <input type="checkbox"/> Delridge | Please describe: |
| <input type="checkbox"/> Central | <input type="checkbox"/> Greater Duwamish | |

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.)*

RESOURCE GUIDE

Advancing Racial Equity & Transforming Government

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.

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/>

Identifying Stakeholders + Listening to Communities of Color

Identify Stakeholders

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

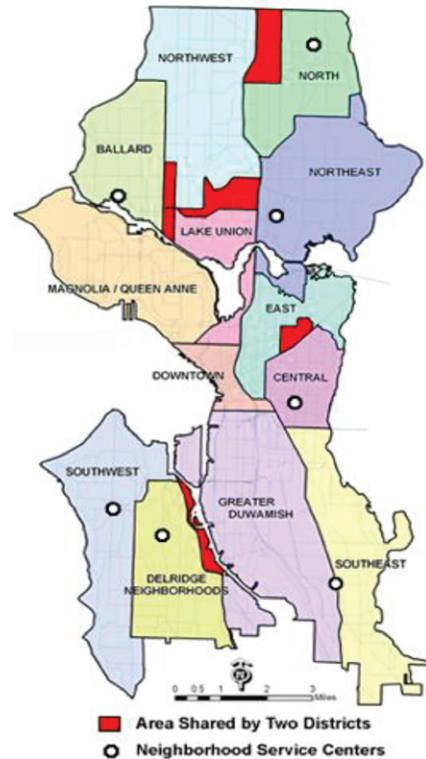
Once you have identified your stakeholders

Involve them in the issue.

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

Listen to the community. Ask:

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



Tip: Gather Community Input Through...

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

Examples of what this step looks like in practice:

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

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



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

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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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LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

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

Glenn Harris, President,
Center for Social Inclusion