ICCC Workshop Summer 2022

How Can We Promote Racial Equity in 2022 ?

The question of how we can promote racial equity in 2022 will be examined and approached from a solution oriented perspective. Racial equity is the process of eliminating racial disparities and policies as individuals, communities, and as a society. In his book, "How to be an Antiracist", Dr. Ibram X. Kendi suggests in order to promote a racially equitable society, we as individuals must be intentional when interacting with others and must be aware of our actions and behaviors through self-evaluation. This may mean being present in the moment and being in the "now" as much as we can, seeing ourselves and others through the loving eyes of God as much as we can, and not beating ourselves up when we don't; just striving to do better. The following are goals and objectives of the upcoming workshop:

Goal 1: Examine how we as an International Council of Community of Churches can continue to strive for racial equity.

Objective 1: Look at ways to develop personal practices that individually combat racism and promote racial equity

Objective 2: Look at ways in which our communities and congregations can combat racism and promote racial equity.

Objective 3: Examine how we can empower ourselves and others to be antiracist.

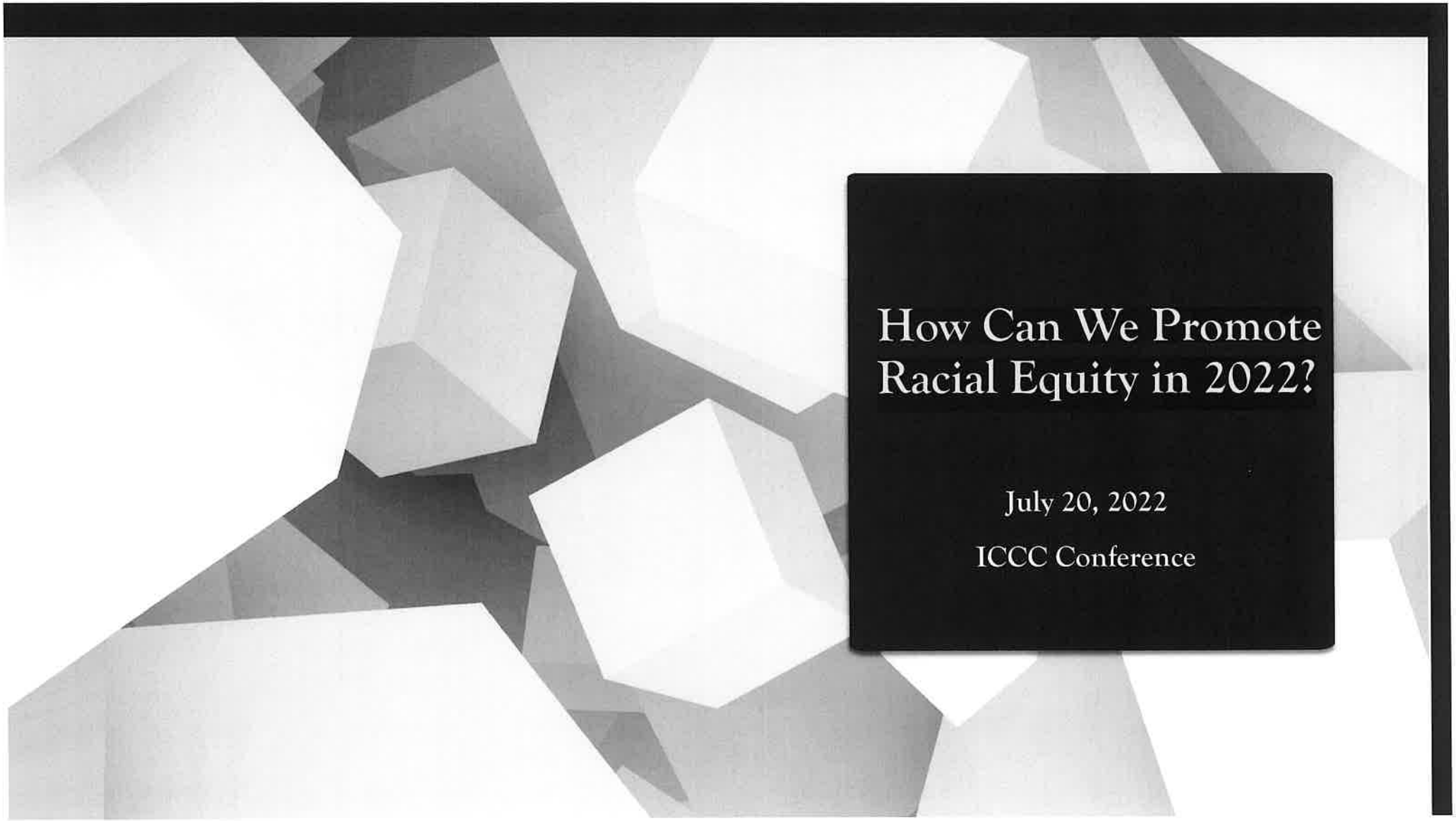
Goal 2: Strategically work to eliminate racial equity gaps in our communities and congregations.

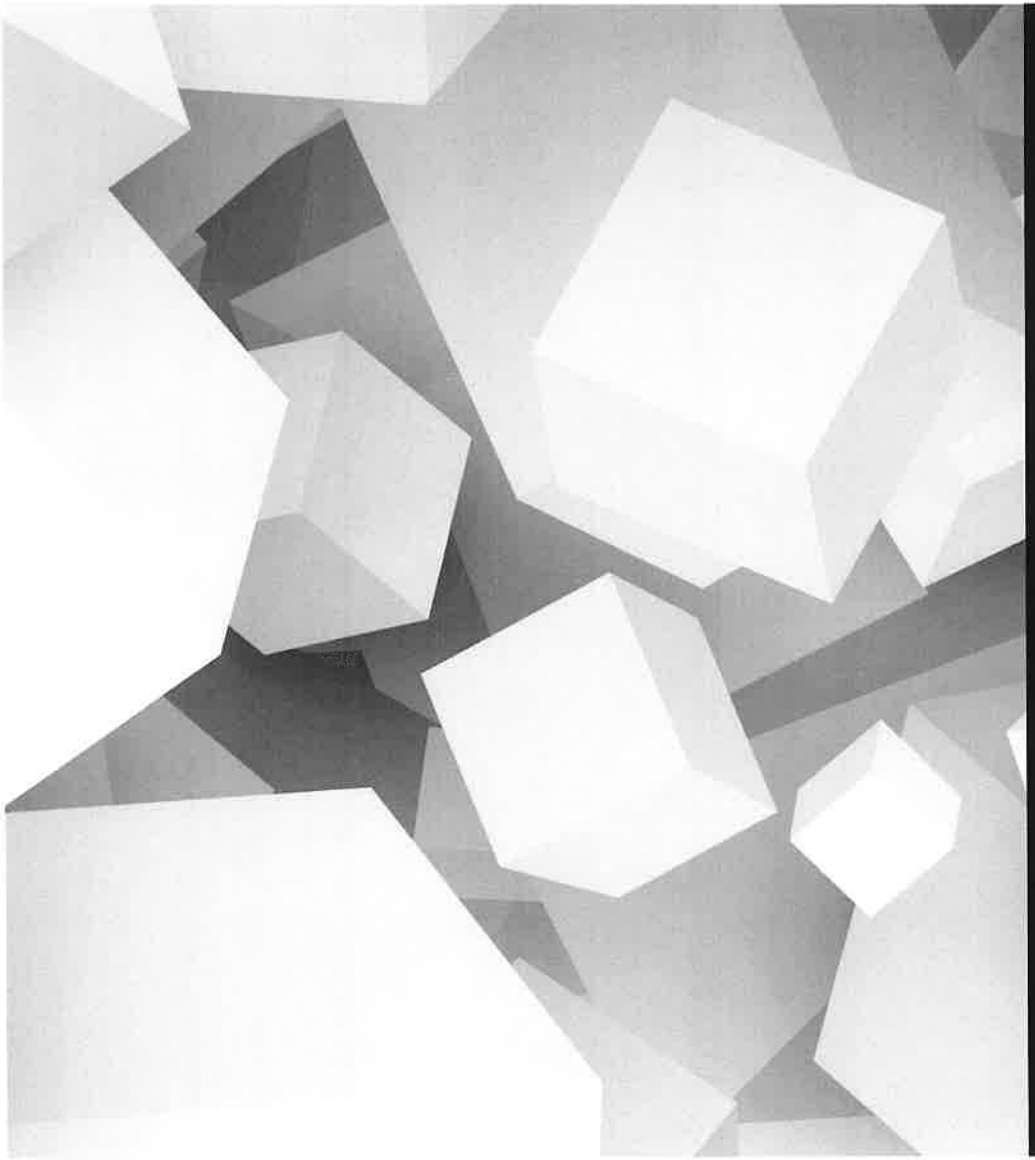
Objective 1: Examine the culture and climate of our respective churches and communities.

Objective 2: Look at ways to interact regularly with people of color and communicate shared desires, experiences, etc. This might allow us to see our equality and communal humanness, realizing that we share more commonalities than differences.

Look forward to seeing you at the conference.

Linda Abington, Ph.D. -Facilitator


How Can We Promote Racial Equity in 2022?
July 20, 2022
ICCC Conference



- Welcome: Dr. Linda Abington

- Facilitator:
  Dr. Linda Abington
  Abba Church of Renewed Faith,
  Nondenominational

- Invocation:
  Rev. Dr. Sharyon Cosey
  ICCC Vice President for Membership
  Enlistment
  Senior Pastor- Abba Church of Renewed
  Faith, Nondenominational

Introduction of Workshop Participants

Dr. Ibram X. Kendi

DR. IBRAM X. KENDI is one of America's foremost historians and leading antiracist scholars. He is a National Book Award-winning and #1 New York Times bestselling author of five books for adults and three books for children. Dr. Kendi is the Andrew W. Mellon Professor in the Humanities and the Founding Director of the Boston University Center for Antiracist Research. Dr. Kendi is a contributor writer at The Atlantic and a CBS News Racial Justice Contributor. He is the host of the action podcast Be Antiracist. In 2020, Time magazine named him one of the 100 most influential people in the world. He was awarded a 2021 MacArthur Fellowship, popularly known as the "Genius Grant."

Sugggested Ground Rules for Discussion

Recognize: We recognize that we must strive to overcome historical and divisive biases, such as racism and sexism, in our society.

Acknowledge: We acknowledge that we are all systematically taught misinformation about our own group(s) and about members of other groups. This is true for everyone, regardless of our group(s).

No Blame: We agree not to blame ourselves or others for the misinformation we have learned, but to accept responsibility for not repeating misinformation after we have learned otherwise.

Respect: We agree to listen respectfully to each other without interruptions. Only one person speaks at a time. However, this does not mean we should ignore problematic statements. We acknowledge that we may be at different stages of learning on the content and discussion topics.

Individual Experience: We agree that no one should be required or expected to speak for their whole race or gender. We can't, even if we wanted to.

Trust: Everyone has come to the table to learn, grow, and share. We will trust that people are doing the best they can; we all make mistakes and have bad days; when these occur, let's challenge and encourage each other to do better. We acknowledge once again that we may be at different stages of learning on the topic.

Suggested Ground Rules For Discussion

Share the Air: Share responsibility for including all voices in the discussion. If you have a tendency to dominate discussions, take a step back and help the group invite others to speak. If you tend to stay quiet, challenge yourself to share ideas so others can learn from you.

Not Experts: The facilitators are not experts. They are here to help facilitate the process. They and everyone in the group are here to learn. We also recognize that everyone has an opinion. Opinions, however, are not the same as informed knowledge backed up by research. Depending on the topic and context, both are valid to share but it's important to know the difference. To engage in deep learning, we will want to lean more toward informed knowledge and gain practice reflecting and speaking thoughtfully on difficult topics.

Ask for help: It's okay not to know. Keep in mind that we are all still learning and are bound to make mistakes when approaching a complex task or exploring new ideas. Be open to changing your mind, and make space for others to do so as well.

*These Ground Rules are adopted from the thoughtful librarians leading the Library Book Discussion Series at the Iowa State University Library.

Excerpt of Interview of Dr. Kendi from the Aspen Ideas Festival

https://youtu.be/TzuOlyyQlug

From the inception of our country, government at the local, regional, state and federal level has played a role in creating and maintaining racial inequity. A wide range of laws and policies were passed, including everything from who could vote, who could be a citizen, who could own property, where one could live where and more. With the Civil Rights Movement, laws and policies were passed that helped to create positive changes, including dealing with explicit acts of discrimination. However, despite progress in addressing explicit discrimination, racial inequities continue to be deep, pervasive and persistent across the country. Racial inequities exist across all indicators for success, including in education, criminal justice, jobs, housing, public infrastructure and health, regardless of region.

Many current inequities are sustained by historical legacies and structures and systems that repeat patterns of exclusion. Consider how schools are funded and the relationship of racial and economic segregation in housing. Systems and structures create and perpetuate resource and opportunity gaps that show up as achievement gaps. Clearly, we have not achieved a "post-racial" society, and although there is a strong relationship between race and class, simply talking about class is not enough. Taking a "color-blind" approach simply allows racial inequities to continue. Explicitly addressing racial inequities while maintaining a class-conscious approach will maximize impacts on both racial and income inequities.

**Government Alliance on Race & Equity*

Why Working for Racial Equity Benefits Everyone

*Although there are a disproportionate number of youth of color who do not graduate from high school, there are many white students as well. We have seen strategies that work for youth of color also work better for white youth, a truly systemic approach.

*Disproportions 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 black and brown voters, 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 blacks.

*Systems that are failing communities of color, are actually failing all of us. Targeted universalism will increase our collective success and be cost effective.

Quotes taken from Government Alliance on Race and Equity (GARE)

Goal 1: Examine how we, as an International Council of Community Churches, can continue to strive for racial equity.

Objective 1:
Look at ways to develop personal practices that individually combat racism and promote racial equity.

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Objective 2:
Look at ways in which our communities and congregations can combat racism and promote racial equity.

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Objective 3:
Examine how we can empower ourselves and others to be antiracist.

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Goal 2: Strategically work to eliminate racial equity gaps in our communities and congregations.

Objective 1: Examine the culture and climate of our respective churches and communities.

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Objective 2: Look at ways to interact regularly with people of color and communicate shared desires, experiences, etc. This might allow us to see our equality and communal humanness, realizing that we shar more commonalities than differences.

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Excerpt from GARE - https://vimeo.com/656360291

* Questions were engineered in part by the Diversity and Community Engagement Department at the University of Mississippi, and Josh Parker, "Workbook, How To Be An Antiracist", Intensive Care Publishing.

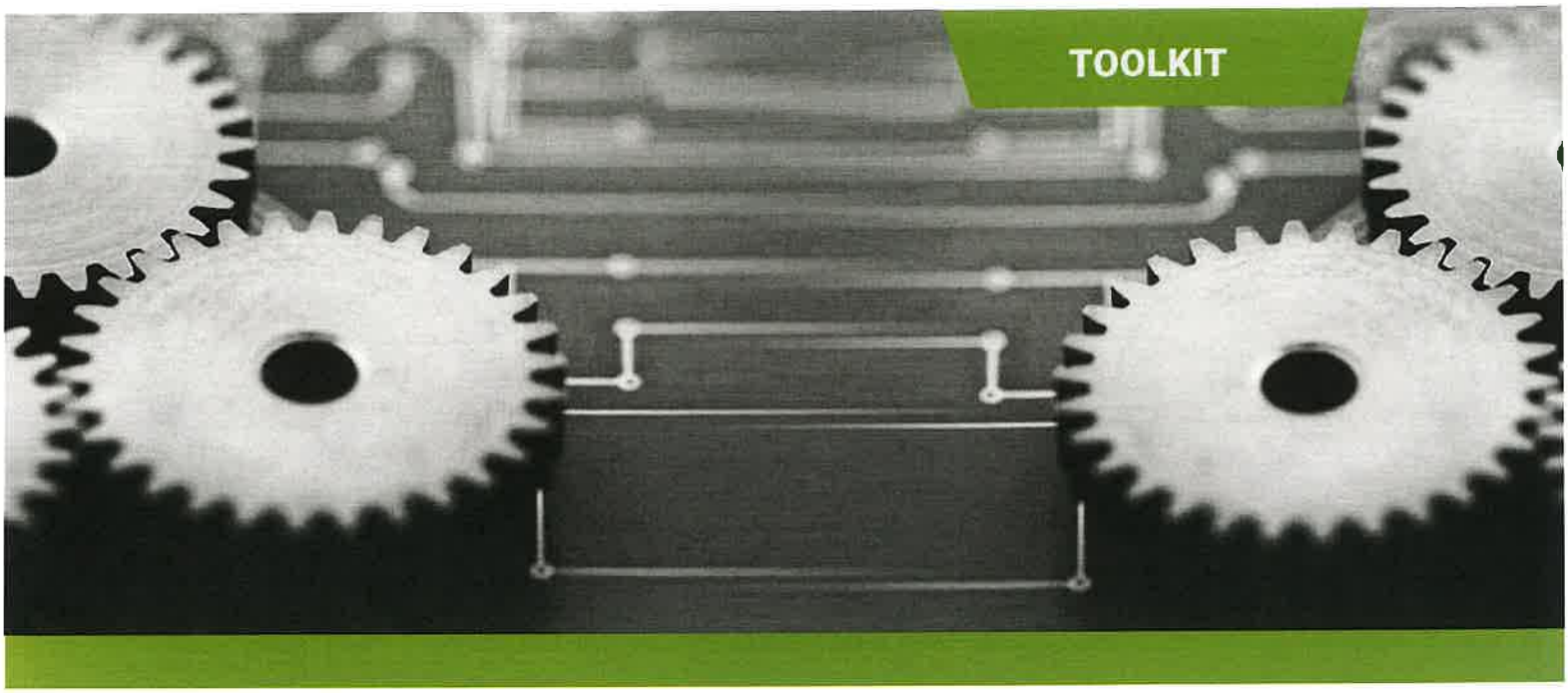
Racial Equity Resources

Kendi, Ibram X, Ph.D. How To Be An Antiracist. Randomhouse, 2019.

Government Alliance on Race and Equity – racialequityalliance.org
The Government Alliance on Race and Equity (GARE) network is a national membership network that fosters critical connections among racial equity practitioners who work in local, state and regional governments. GARE works to advance a more racially just and equitable society that benefits everyone.

Race Forward – raceforward.org
Race Forward is a nonprofit racial justice organization with offices in Oakland, California, and New York City. Race Forward focuses on catalyzing movement building for racial justice. In partnership with communities, organizations, and sectors, the organization build strategies to advance racial justice in policies, institutions, and culture.

Racial Equity Research, Statistics, and Data Resources (Social Security Administration) – SSA.gov
Executive Order 13985, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government, prioritized a "a comprehensive approach to advancing equity for all, including people of color and others who have been historically underserved, marginalized, and adversely affected by persistent poverty and inequality." In response, the Social Security Administration (SSA) is assessing the current and historical equity of its programs.



Racial Equity Toolkit

An Opportunity to Operationalize Equity

LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

RACIALEQUITYALLIANCE.ORG

LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

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

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haas institute
FOR A FAIR AND INCLUSIVE SOCIETY

CSI CENTER FOR SOCIAL INCLUSION

RACIALEQUITYALLIANCE.ORG

UPDATED DEC 2016

ABOUT THE GOVERNMENT ALLIANCE ON RACE & EQUITY

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

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

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

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

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

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

I. What is a Racial Equity Tool?

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

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

A racial equity tool:

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

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

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

II. Why should government use this Racial Equity Tool?

From the inception of our country, government at the local, regional, state, and federal level has played a role in creating and maintaining racial inequity. A wide range of laws and policies were passed, including everything from who could vote, who could be a citizen, who could own property, who was property, where one could live, whose land was whose and more. With the Civil Rights movement, laws and policies were passed that helped to create positive changes, including making acts of discrimination illegal. However, despite progress in addressing explicit discrimination, racial inequities continue to be deep, pervasive, and persistent across the country. Racial inequities exist across all indicators for success, including in education, criminal justice, jobs, housing, public infrastructure, and health, regardless of region.

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

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

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

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

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

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

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

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

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

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

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

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

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

III. Who should use a racial equity tool?

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

- **Government staff:** The routine use of a racial equity tool by staff provides the opportunity to integrate racial equity across the breadth, meaning all governmental functions, and depth, meaning across hierarchy. For example, policy analysts integrating racial equity into policy development and implementation, and budget analysts integrating racial equity into budget proposals at the earliest possible phase, increases the likelihood of impact. Employees are the ones who know their jobs best and will be best equipped to integrate racial equity into practice and routine operations.

Government staff

- **Elected officials:** Elected officials have the opportunity to use a racial equity tool to set broad priorities, bringing consistency between values and practice. When our elected officials are integrating racial equity into their jobs, it will be reflected in the priorities of the jurisdiction, in direction provided to department directors, and in the questions asked of staff. By asking simple racial equity tool questions, such as "How does this decision help or hinder racial equity?" or "Who benefits from or is burdened by this decision?" on a routine basis, elected officials have the ability to put theory into action.

Elected officials

- **Community based organizations:** Community based organizations can ask questions of government about use of racial equity tool to ensure accountability. Elected officials and government staff should be easily able to describe the results of their use of a racial equity tool, and should make that information readily available to community members. In addition, community based organizations can use a similar or aligned racial equity tool within their own organizations to also advance racial equity.

Community

IV. When should you use a racial equity tool?

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

V. The Racial Equity Tool

The Racial Equity Tool is a simple set of questions:

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

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

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

STEP #1

What is your proposal and the desired results and outcomes?

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

We should also be vigilant in our focus on impact.

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

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

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

You should be able to answer the following questions:

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

STEP #2

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

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

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

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

Quantity–how much did we do?

Quality–how well did we do it?

Is anyone better off?

Although measuring whether anyone is actually better off as a result of a decision is highly desired, we also know there are inherent measurement challenges. You should assess and collect the best types of performance measures so that you are able to track your progress.

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

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

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

Data Resources

Federal

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

State

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

Local

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

STEP #3

How have communities been engaged? Are there opportunities to expand engagement?

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

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

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

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

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

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

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

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

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

STEP #4

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

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

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

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

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

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

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

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

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

STEP #5

What is your plan for implementation?

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

You should be able to answer the following about implementation:

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

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

STEP #6

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

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

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

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

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

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

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

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

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

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

VII. How can you address barriers to successful implementation?

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

Other barriers to implementation that some jurisdictions have experienced include:

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

Strategies for addressing these barriers include:

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

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

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

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

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

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

APPENDICES

APPENDIX A

Glossary of Frequently Used Terms

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

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

Contracting Equity
Investments in contracting, consulting, and procurement should benefit the communities a jurisdiction serves, proportionate to the jurisdictions demographics.

Equity Result
The condition we aim to achieve in the community.

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

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

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

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

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

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

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

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

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

APPENDIX B

City of Seattle Racial Equity Toolkit

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

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

APPENDIX B: CITY OF SEATTLE RACIAL EQUITY TOOLKIT

RACE & SOCIAL JUSTICE INITIATIVE

Racial Equity Toolkit

to Assess Policies, Initiatives, Programs, and Budget Issues

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

When Do I Use This Toolkit?

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

How Do I Use This Toolkit?

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

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

Step 1. Set Outcomes.
Leadership communicates key community outcomes for racial equity to guide analysis.

Step 2. Involve Stakeholders + Analyze Data.
Gather information from community and staff on how the issue benefits or burdens the community in terms of racial equity.

Step 3. Determine Benefit and/or Burden.
Analyze issue for impacts and alignment with racial equity outcomes.

Step 4. Advance Opportunity or Minimize Harm.
Develop strategies to create greater racial equity or minimize unintended consequences.

Step 5. Evaluate. Raise Racial Awareness. Be Accountable.
Track impacts on communities of color overtime. Continue to communicate with and involve stakeholders. Document unresolved issues.

Step 6. Report Back.
Share information learned from analysis and unresolved issue with Department Leadership and Change Team.

APPENDIX B: CITY OF SEATTLE RACIAL EQUITY TOOLKIT

Racial Equity Toolkit Assessment Worksheet

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

Description: _____

Department: _____ **Contact:** _____

☐**Policy** ☐**Initiative** ☐**Program** ☐**Budget Issue**

Step 1. Set Outcomes.

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

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

☐**Education**
☐**Community Development**
☐**Health**
☐**Environment**
☐**Criminal Justice**
☐**Jobs**
☐**Housing**

1c. Are there impacts on:

☐Contracting Equity
☐Workforce Equity
☐Immigrant and Refugee Access to Services
☐Inclusive Outreach and Public Engagement

Please describe:

Step 2. Involve stakeholders. Analyze data.

2a. Are there impacts on geographic areas? ☐Yes ☐No
Check all neighborhoods that apply *(see map on p.5)*:

☐All Seattle neighborhoods
☐Ballard
☐North
☐NE
☐Central
☐Lake Union
☐Southwest
☐Southeast
☐Delridge
☐Greater Duwamish
☐East District
☐King County (outside Seattle)
☐Outside King County
Please describe:

2b. What are the racial demographics of those living in the area or impacted by the issue?
(See Stakeholder and Data Resources p. 5 and 6)

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

APPENDIX B: CITY OF SEATTLE RACIAL EQUITY TOOLKIT

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 I.?

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.

APPENDIX B: CITY OF SEATTLE RACIAL EQUITY TOOLKIT

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)*

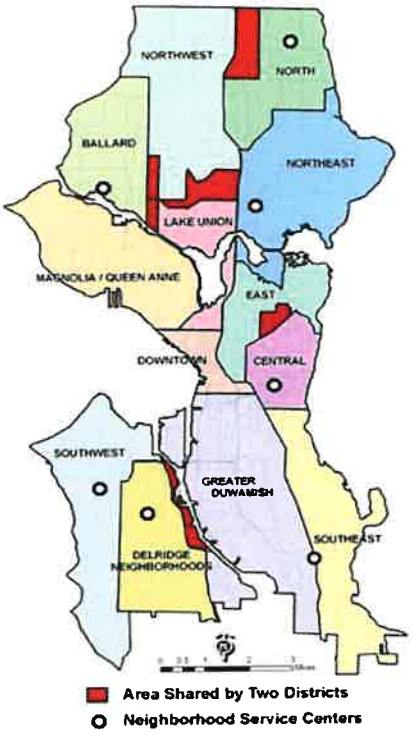
Once you have indentified your stakeholders ....

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/

APPENDIX C

Racial Equity Tool Worksheet

Step #1
What is your proposal and the desired results and outcomes?

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

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

Step #2
What's the data? What does the data tell us?

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

Step #3

How have communities been engaged? Are there opportunities to expand engagement?

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

Step #4

What are your strategies for advancing racial equity?

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

Step #5

What is your plan for implementation?

1. Describe your plan for implementation.
2. Is your plan:

    Realistic?

    Adequately funded?

    Adequately resourced with personnel?

    Adequately resources with mechanisms to ensure successful implementation and enforcement?

    Adequately resourced to ensure on-going data collection, public reporting, and community engagement?

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

Step #6
How will you ensure accountability, communicate, and evaluate results?

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

APPENDIX D

Applications of a Racial Equity Tool in Madison, WI

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

APPENDIX D: APPLICATIONS OF A RACIAL EQUITY TOOL IN MADISON, WI

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

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

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

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TOOLKIT

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RACE & EQUITY

Racial Equity Action Plans

A How-to Manual

by Ryan Curren, Julie Nelson, Dwayne S. Marsh, Simran Noor, and Nora Liu

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EXECUTIVE SUMMARY

While local governments may consider themselves fair and just, people of color fare worse than their white counterparts in every area: housing, employment, education, justice, and health. Current day disparities are just as bad and sometimes worse than they were before the Civil Rights era. Since then, most governments have not made significant changes in outcomes for employees or residents of color, even with years of effort.

Because local governments have a unique responsibility to all residents, these racial inequities can and must be addressed. The public sector must be for the public good; current racial inequities are destructive. We must go beyond individual, intentional discrimination or acts of bigotry, and examine the systems in which we all live. We must investigate—honestly—how our longstanding systems, policies, and practices, unintentionally or not, have created and continue to maintain racial inequity, and we must change them.

WHAT IS RACIAL EQUITY?

Racial equity is realized when race can no longer be used to predict life outcomes, and outcomes for all groups are improved.

Racial Equity Action Plans can put a theory of change into action to achieve a collective vision of racial equity. Plans can drive institutional and structural change. However, the goal we seek is not a plan. The goal is institutional and structural change, which requires resources to implement: time, money, skills, and effort. It requires local governments' will and expertise to change our policies, the way we do business, our habits, and cultures.

Our theory of change requires normalizing conversations about race, making sure we have a shared understanding of commonly held definitions of implicit bias and institutional and structural racism. Normalizing and prioritizing our efforts creates greater urgency and allows change to take place more expeditiously. We must also operationalize racial equity, integrating racial equity into our routine decision-making processes, often via use of a **Racial Equity Tool** and development and implementation of measurable actions. Operationalizing a vision for racial equity means implementation of new tools for decision-making, measurement, and accountability. We also organize, both inside our institutions and in partnership with others, to effect change together. Organizing involves building staff and organizational capacity through training for new skills and competencies while also building internal infrastructure to advance racial equity.

This manual provides guidance for local governments to develop their own Racial Equity Action Plans after a period of research and information gathering. This manual also provides guidance and tools to conduct this research. GARE created a Racial Equity Action Plan template after a national scan of promising practices from cities and counties that have developed plans for racial equity and the structures that supported successful planning processes. We are also appreciative of the **Results Based Accountability** framework as a disciplined way of thinking and taking action that communities and government can use to achieve meaningful improvements, eliminate racial inequities and lift up outcomes for all.

Racial Equity Plans are both a process and a product. A successful process will build staff capacity which can be valuable during implementation. A process can also serve to familiarize more staff with the jurisdiction's racial equity vision and its theory of change.

Preparing leadership support, forming a skilled planning team, designing community engagement structures upfront, and securing resources to support all participants are key preparatory steps key to set the process on the right path. Your research must not only influence the content of your plan but also how it is framed. The methodology should include

both quantitative and qualitative data collected through community engagement. A clear set of findings can provide a solid foundation to inform your plan. Areas to analyze include:

- workforce demographics, hiring, retention, and promotion;
- contracting practices;
- jurisdiction commitment, leadership, and management;
- community access and partnership; and
- data, metrics, and on-going focus on improvement.

Figure 1: The Racial Equity Action Plan Process

A strong Racial Equity Action Plan is guided by a clear vision of racial equity and structured to achieve meaningful and measurable results. A simple plan structure provided by GARE includes the following components:

- Results: Community level conditions we are aiming to impact.
- Community Indicator: Community indicators are the means by which we can measure impact in the community. Community indicators should be disaggregated by race.
- Outcome: A future state of being resulting from a change at the jurisdiction, department, or program level. Strong outcomes articulate a clear improvement or define how much improvement will take place.
- Action: They are the specific things your jurisdiction will do to achieve the outcomes.
- Performance Measure: A quantifiable measure of how well an action is working. Different types of measures include 1) Quantity—How much did we do? 2) Quality—How well did we do it? 3) Impact—Is anyone better off?

Successfully implementing a plan will require well-resourced stewardship, strong accountability structures, and clear communications with all partners during the rollout and beyond. An organizational body, with authority to remove barriers during implementation and monitor progress, is critical infrastructure over the life of the plan. Regular tracking of performance and reporting on progress provides a level of accountability to follow through on the jurisdiction's commitment to action. Using data and the opportunity to reflect develops a culture of learning and innovation to improve upon commitments in the plan over its lifetime. The quality and consistency of communication about the plan both within the government and with community will be a major indicator of whether the plan is another exercise in maintaining the status quo or whether it is truly the harbinger of your jurisdiction's commitment to advancing racial equity.

ACHIEVING LOCAL GOVERNMENT'S VISION OF RACIAL EQUITY

A jurisdiction's clear and bold vision for racial equity is important for the success of a Ra-

cial Equity Action Plan. The vision should be heavily informed by communities of color impacted by institutional and structural racism—those with the real expertise. Your jurisdiction may already have made a formal commitment to achieving racial equity and expressed this through adoption of legislation, a general plan, or executive proclamation. If so, then Racial Equity Action Plans can layout the approach to operationalizing this commitment. If not, then Racial Equity Action Plans are an excellent opportunity to make such a commitment paired with the change necessary to achieve it. Figure 2 shows the City of Portland's Citywide Racial Equity Goals and Strategies, adopted unanimously by City Council as binding policy in 2015.

By embarking on a planning process you are are undergoing a reprioritization of your work and changing long-standing systems and structures. You are creating a shared practice and forming relationships across the jurisdiction's structure. Creating a culture of learning and reflection to improve upon the work as you go is essential. You are expanding a field of practice, building off of the experiences of local governments directly addressing racial inequities, and have the opportunity to break relatively new ground. Your planning process is an opportunity to take a step back and ask engaging questions, knowing that you may not have the answers, and set an actionable course toward achieving racial equity. GARE, your peers, and our network of national partners are all here to help you, and to share resources and promising practices.

ARTICULATING A THEORY OF CHANGE FOR THE JURISDICTION

The ultimate goal of a jurisdiction's racial equity work should be to eliminate racial inequities and improve outcomes for all racial groups. Government played a primary role in the creation of racial inequities, including laws, policies, and practices that created racial inequities. Our ideas of "equality and justice" have shifted over time, and we now have collective values for a more inclusive democracy. To achieve our aspirations and to get to different outcomes, we will need to fundamentally transform government. This requires high level leadership, committed action teams, supportive community leaders, and effective structures and practices. But what guides this change?

A new theory of change to achieve racial equity should guide your jurisdiction and its plan to make transformative change. GARE's recommended theory of change does the following[1]:

1. Normalize—Establish racial equity as a key value by developing a shared understanding of key concepts across the entire jurisdiction and create a sense of urgency to make changes.
2. Organize—Build staff and organizational capacity, skills, and competencies through training while also building infrastructure to support the work, like internal organizational change teams and external partnerships with other institutions and community.
3. Operationalize—Put theory into action by implementing new tools for decision-making, measurement, and accountability like a Racial Equity Tool and developing a Racial Equity Action Plan.

WHAT IS MY JURISDICTION ISN'T READY BUT MY DEPARTMENT IS?

The framework and approach to creating Racial Equity Action Plans presented in the manual is also applicable to departments within a jurisdiction. Most often jurisdictions beginning to focus on racial equity have only a small number of departments with any emphasis on racial equity or the infrastructure to support the work. A department with some foundation to build a Racial Equity Action Plan upon is a good place to start. A strong director with capable staff and good community partnerships can develop a plan to serve as a model or proof of concept for the entire jurisdiction.

This theory of change can be measured over time to track progress and impacts, both within the organization and in the community. Activities can be quantified like the number of employees trained, number of departments with Racial Equity Action Plans, number of times a Racial Equity Tool is used to address institutional and structural barriers, or number of community members partnering with the jurisdiction to advance racial equity. Outcomes can also be quantified by measuring the improved knowledge of racial equity

Figure 2: City of Portland Citywide Racial Equity Goals and Strategies

concepts among employees, increased skills to work on and communicate about racial equity, and the changes made due to racial equity considerations being integrated into decision-making structures. We must also focus on our desired results in the community, those conditions we are aiming to impact. Community indicators are the means by which we can measure impact in the community, with clear focus on closing racial disparities, and lift up success for all groups.

This higher level strategic thinking is helpful in advance of developing Racial Equity Action Plans but does not need to be exhaustive and should not impede your process. Some simple exercises can help you stay focused on racial equity and the above framework. Ask the following effective questions:

- What conditions of well-being do we want for our community?
- Why do these conditions exist differently for people of color? Ask your self "Why else?" 3–5 times to get deeper into the institutional and structural issues at play.
- What would these conditions look like if we achieved them?
- What measures can we use to quantify these conditions?
- Who are the partners with a role to play?
- What works to "turn the curve" of the baseline inequities?
- What do we propose to do?

A jurisdiction's racial equity work needs to be transformative. This means work should cut across multiple institutions and practices, and the focus should be on changing policy and organizational culture. Work will alter the ways institutions operate. It will shift cultural values and create greater political will to advance racial equity.

Transactional changes are those that help individuals negotiate existing the structures but leave those structures in place. They may result in short-term gains for communities and/or employees of color but do little to ensure those gains will be lasting.

With a clear vision for racial equity, transactional approaches can help position a jurisdiction for more transformational work. To do this effectively requires an on-going focus on organizing, operationalizing, and normalizing.

Figure 3: Transactional Approaches vs Transformative Approaches

ACTION PLANNING PROCESS

Recommended steps for developing and implementing a Racial Equity Action Plan are outlined below. The details in each of the steps may vary between jurisdictions, depending on the size, structure, and resources your have available. It is much better to be pragmatic and focused so that the plan you develop sets your jurisdiction on the path to achieving racial equity.

We recommend designing your work plan to produce three products for broader communication:

- Research Findings
- Racial Equity Action Plan
- Annual Updates

Racial Equity Action Teams can work with their leadership to develop agreed-upon decision making protocols and processes for vetting each of these products internally. We'll share more about these products in the next sections of this guide.

Note, some jurisdictions have the advantage of existing strategic plans with committed goals, objectives, strategies, and actions, some of which may be related to diversity, inclusion or racial equity. You can use those as a foundation from which to build upon. Additional content can then be added to you Racial Equity Action Plan to round out your jurisdiction's racial equity work if needed. Also, some jurisdictions have existing or planned processes to create broader strategic plans. You can use those processes to create your Racial Equity Action Plan rather than duplicating efforts which may otherwise lead to staff and community confusion and fatigue.

PREPARATION

Successfully developing a Racial Equity Action Plan will require preparation.

THE JURISDICTION

Your executive and leadership team should communicate the purpose and importance of this work, how it relates to the jurisdiction's work overall, and how it fits into any other work on racial equity. This context is especially important for those staff with little or no exposure to racial equity work.

"Leadership" may vary from jurisdiction to jurisdiction. In some cases, a city or county manager may be the most appropriate top leadership providing direction for the development of the Racial Equity Action Plan. In other cases, it might be elected officials.

In Seattle in 2009, Mayor Greg Nickels established the Race and Social Justice Initiative as one of his early priorities. With a strong-mayor form of government, Mayor Nickels set clear expectations of his department directors for developing Racial Equity Action Plans on an annual basis and he held his department directors accountable for implementation of actions. After losing his re-election bid, Seattle's City Council further institutionalized racial equity as a priority by the unanimous passage of **Resolution 31164—A Resolution Directing Race and Social Justice Work to Continue**, including development of annual Racial Equity Action Plans and support for Racial Equity Action Teams.

Fairfax County, Virginia launched a process to develop a racial equity strategy with joint **legislation** adopted by Fairfax Board of Supervisors and School Board. The resolution directed the development of a racial and social equity policy and strategic actions that include "intentional collective leadership, community engagement, equity tools, and infrastructure to support and sustain systemic change, and shared accountability."

At a minimum, we recommend that the executive send out a jurisdiction-wide email introducing the staff leading the planning process, giving them authority to oversee the process, and explaining what to expect. An accompanying **FAQ** is recommended. Another preparatory step is to present an overview of the context and process at meetings where staff from all divisions and programs are represented, such as an all-staff meeting or managers' meeting. Jurisdictional newsletters are also a good tool to communicate the context and importance of this work.

We recommend sending a clear message about the reality of this change work and the type of change that staff can expect. Do not shy away from the reality that the planning process and the plan itself will require jurisdiction resources to implement: time, money, skills, and effort.

STAFFING LEADS AND RACIAL EQUITY ACTION TEAMS

Leadership at the executive level should identify a lead or two co-leads who will oversee the plan development project. Co-leads should work with their executive and/or leadership

team to recruit staff to form a Racial Equity Action Team, a small group who will shepherd the jurisdiction through the entire process. The form and composition of your Racial Equity Action Team will depend on the size and structure of your jurisdiction. However, the function of your team should include the following:

- **Racial equity focus**—Maintaining a clear focus on racial equity throughout all stages of the process, working with any resistance that arises, and providing racial equity resources for participants who lack the skills needed to meaningfully participate.
- **Project Design**—Designing the scope, structure, and timeline of the process.
- **Project Management** – Coordinating the meetings and communications, producing materials and deliverables.
- **Research and Systems Change Analysis**—Designing information-gathering instruments and facilitating discussions to solicit qualitative information. Analyzing your jurisdiction's systems, including policies, practices and procedures, how they are working, and opportunities for change that will advance racial equity. Synthesizing information gathered to identify gaps in racial equity, promising practices, and report on findings and recommendations.
- **Strategic Planning**—Designing exercises and facilitating discussions to develop the content for the Plan (outcomes, actions, and performance measures).
- **Communications**—Communicating with leadership, staff, and community about the purpose of this process, updates on the process, results of the process, and being a point of contact for anyone with questions. Some considerations as you compose the Racial Equity Action Team include:
    - **Authority—**The Racial Equity Action Team will need to ask staff in different divisions, programs, and departments to provide information and to take various actions. They need to have sufficient authority to make these requests. This could be done by either having upper management staff as members of the team or by explicit and clear authorization from the executive or director to oversee the project.
    - **Expertise**—Team members will need to collectively possess a robust set of skills to fulfill the functions listed above. People with lived experiences bring important expertise. People with a strong racial equity analysis, some experience with strategic planning, and a good project manager are especially important.
    - **Familiarity**—All team members should be familiar with the jurisdiction's racial equity terminology. They also need familiarity with the jurisdiction's decision-making structure and processes.
    - **Time**—The Racial Equity Action Team should be given dedicated time for this project. The time commitment will vary dramatically depending on the capacity of the Team, the size of the jurisdiction, and the scale and depth of the process.
    - **Composition**—Each Racial Equity Action Team will look different and be a different size. Ideally, team members represent the demographic diversity of the jurisdiction. Racial diversity is especially important. Ideally, team members also represent the different divisions or programs across the jurisdiction. Representation from up and down the jurisdiction's hierarchy is also ideal, though if leadership is represented then it is important to be sensitive to power dynamics so all members feel empowered to meaningfully participate. Tenure and union representation are also important consider-

ations. Representativeness is something to strive for but should be balanced with the need to recruit members with the skills sets listed above.

ORGANIZATIONAL STRUCTURE AND SCALE

The Racial Equity Action Team should develop an appropriately scaled organizing structure for this process. Not every staff person in the jurisdiction needs to or has to be involved at every stage of the process. The size and complexity of the jurisdiction is one factor shaping this project's scope. The racial equity expertise within the jurisdiction is another.

Engaging a jurisdiction's leadership team is critical regardless of their racial equity expertise. They will need to be engaged in both managing the process and providing substantive input in all phases. Engaging the top-level managers could be done as a group and/or with each manager participating in the engagement of their division or program staff. Managers of color and/or with racial equity expertise could also be considered for individual interviews to provide candid feedback.

Engaging entire divisions or large programs may prove challenging. We recommend the Racial Equity Action Team work with managers of larger divisions or programs to recruit a small team of staff to represent. These staff should have the most familiarity and experience with the concepts of racial equity in addition to being familiar with the work of the division or program.

The Racial Equity Action Team should consider creating a graphic of the agreed upon jurisdictional structure to use as a communications tool.

COMMUNITY ENGAGEMENT

Communities of color have borne the burdens of inequitable policies, practices, and investments, and they hold deep expertise on those impacts. Their expertise and ownership of this plan is critical to success. Engaging residents of color—along with employees of color—as subject matter experts in the process can improve the process and the final product in myriad ways; from more accurate analysis of institutional barriers to identification of more effective strategies and greater community buy-in during implementation. Robust community engagement throughout your process will be critical to your success.

Jurisdictions willing to examine their own institutional racism are opening themselves up to criticism which may feel vulnerable. Their tendency may be to conduct an internally focused planning process. Overcoming this tendency is important. At a minimum, jurisdictions should engage people of color most impacted by racial inequities to establish the jurisdiction's broader vision for racial equity and theory of change to achieve it. This foundation can serve as the touchstone for your planning process. The other critical point of community accountability is an opportunity to review your draft plan and take an active role in implementation and regular reporting on progress.

Community engagement during the planning process can take many forms, not all of which are discussed here. Community bodies formed with decision-making authority and specific planning responsibilities are most effective. The volunteer nature of these bodies makes it difficult to recruit community members from outside the jurisdiction's institutional partners who are already paid to do this work. People of color in the community with different lived experiences of institutional racism should be compensated for their expertise, similar to how jurisdictions value technically-skilled professionals like architects and

engineers. Portland Metro's **Equity Strategy Advisory Committee** is a good example of a body that advised Metro through the creation of their racial equity strategy. Its members represented leaders from philanthropy, nonprofit, government, and business sectors.

Another strategy is contracting with community based organizations (CBOs) already working on issues of racial equity to host community events at different points in the process. Research methods conducted by CBOs such as focus groups, surveys, and interviews can solicit information government could not, and it also builds the capacity of CBOs to do future work.

Another way to access community expertise and identify priorities without fatiguing the community is to use existing community-produced reports as research material. Reports cataloguing disparities, their causes, and associated solutions are often available[2]. In some cases, these reports are even the impetus for local government to institute a racial equity initiative. However, these reports are resource intensive to produce so community groups should be sufficiently resourced. Jurisdictions should also value this work by providing decision making authority during the implementation phase to maintain trust, ensuring that community-sourced strategies are not co-opted or made ineffective.

RESOURCES

It is important to have a central point of contact for questions, training, and support during the process.

Resources provided could include a project webpage with background and training materials, sample materials, frequently asked questions, a glossary defining common terms, and contact information for specific technical assistance. You can also hold open office hours to provide tailored technical assistance through the process.

Some foundational training is a critical pre-requisite for meaningful participation in this project. The Racial Equity Action Team and leadership groups should take a basic racial equity training as a foundation for building a shared analysis and definitions for racial equity work. Additional training on strategic planning for racial equity is also recommended for co-leads and Racial Equity Action Team members. However, do not hesitate due to a fear of not being totally ready. Inaction is itself a decision to continue the status quo. Your leadership and Racial Equity Action Team simply need to be ready enough to begin.

2 **"An Unsettling Profile",** Coalition of Communities of Color, Portland, Oregon

RESEARCH AND ORGANIZATIONAL ASSESSMENT

This guide is primarily about a planning process to create the actual Racial Equity Action Plans. However, some form of research or basic information gathering is recommended to assess the jurisdiction's culture, structure, and practices.

The Racial Equity Action Team can first develop a research methodology and oversee the process to collect and analyze information. This will help assess key areas where a jurisdiction can improve racial equity and solicit ideas for making improvements. If information and/or data is lacking in some areas, you can include data development actions as a part of your Racial Equity Action Plan.

METHODOLOGY AND PROCESS

Start by first taking an inventory of what racial equity information you already track and how useful or reliable it is. Then you can ask what information is not being tracked and what are the possible methods for collecting it.

Some jurisdictions are using a structured racial equity assessment to develop a baseline evaluation of gaps within an jurisdiction[3]. These assessments look at the jurisdiction's operations, practices, workforce, culture, policies, and programs. The City of Portland's Racial Equity Assessment[4] was used by all 26 bureaus to assess themselves before developing their five-year Racial Equity Plans.

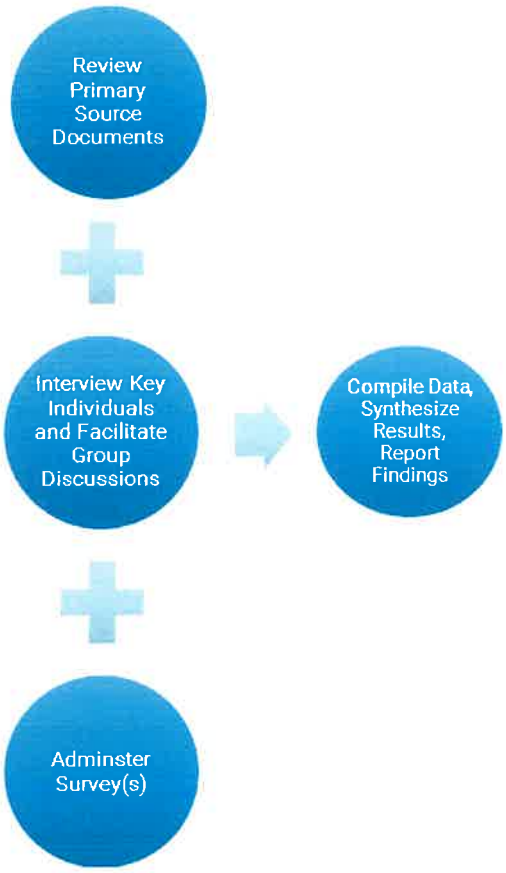
Other research instruments and methodology can be used. Methodology used can range from reviewing source documents (ex. strategic plans, program materials, communication materials, etc.), individual interviews, administering a simple online **survey**[5] to facilitating in-person focus groups (ex. leadership team, managers, division/program teams, etc.). Research can be conducted by staff or outside consultants. The City of Seattle Race and Social Justice Initiative alternates conducting employee surveys and community surveys (**information** on both of these surveys). The data collected through these surveys provides important feedback into their planning processes. To get the most candid feedback possible, it is important for the survey to be conducted anonymously.

3 City of Seattle and City of Portland racial equity assessments

4 We would like to offer special thanks to the All Hands Raised project and the Racial Equity Strategy Guide developed by the Urban League of Portland, in concert with City of Portland staff, especially its Bureau of Planning and Sustainability.

5 Portland Bureau of Transportation racial equity assessment survey

Figure 4: Sample Process for Research and Development of Recommendations



QUALITATIVE AND QUANTITATIVE DATA

Regardless of which approach you choose, it is important to create opportunities for group dialogue and analysis. Many of the most important and complex questions may not be suitable for an online survey and should be considered for facilitated discussions. The richest information gleaned from a survey will not be the quantifiable answers but the respondent's reasoning (always provide a comment box). Facilitated discussion provides participants the opportunity to clarify the questions, listen to each other's analysis, and also begin to identify solutions which can be mined later in the Plan development phase.

For group discussions, use your Racial Equity Action Team to staff the process, as experienced facilitators, to create facilitation guides, distribute questions ahead of time to participants, as note takers, and for on-going communication.

For survey analysis, conduct sub-group analysis, including comparisons between managers and non-managers, by race, between departments, and tenure. In the case of small numbers of people in some categories, to maintain confidentiality, you may want to combine racial data into whites and people of color and only highlight departmental differences for the largest departments.

Jurisdiction Workforce Demographics, Hiring, Retention, and Promotion

We recommend collecting the current workforce demographic information. Try to disaggregate data by race, gender, management, line staff, represented staff, and tenure. This can help identify disparities and determine if the workforce or parts of the workforce are representative of the diversity of the jurisdiction's population.

Further research can then be done to assess how racial equity goals and practices are embedded in workforce development and hiring. The jurisdiction's human resources department can be helpful in determining whether racial equity considerations inform the hiring processes, professional development, performance evaluations, and promotions to name a few important workforce processes.

GARE's issue paper, "**Public Sector Jobs: Opportunities for Advancing Racial Equity**," has useful resources both for assessment of current conditions and practices, as well as development of actions to advance racial equity as an employer. When it comes to workforce equity, your goal should be for your workforce to reflect the diversity of the communities you serve across the breadth (functions) and depth (hierarchy) of your jurisdiction. Based on your analysis of workforce data, review of institutional policies and practices, and engagement of key stakeholders, you will be able to integrate specific workforce equity actions into your Racial Equity Action Plan.

Contracting Practices

Your jurisdiction may participate in a program to increase contracting with people of color and other underutilized contractors. It is wise to collect data on your contracting performance, and specifically identify to what extent your jurisdiction conducts business with contractors of color.

You can then inquire further about the specific contracting practices. A contract manager can help provide information on the outreach practices to contractors of color, whether minimum requirements of contractors are excluding some contractors disproportionately, or the procurement process has any unintended bias.

GARE's issue paper, "**Contracting for Racial Equity: Best Local Government Practices that Advance Racial Equity in Government Contracting and Procurement**" has useful resources both for assessment of current conditions and practices, as well as development of actions to advance racial equity in your contracting and procurement. When it comes to contracting and procurement, your goal should be for your contracting and procurement dollars to benefit the full diversity of the communities you serve. Based on your analysis of contracting and procurement data—with a special focus on those departments with the largest budgets, review of institutional policies and practices, and engagement of key stakeholders—you will be able to integrate specific contracting and procurement equity actions into your Racial Equity Action Plan.

Jurisdictional Commitment, Leadership, and Management

Your Racial Equity Action Team can assess your jurisdiction's commitment to racial equity at the policy, planning, and budget levels. Whether racial equity is embedded into key guiding documents or decision-making processes can give an indication of jurisdictional commitment. Important information can be gathered about the general workplace envi-

ronment for staff; whether there are broadly agreed upon definitions of racial equity terms or even opportunities to discuss racism and racial equity.

Exploring the way leadership and management level practices affect your jurisdiction's ability to advance racial equity can provide useful insights. Ask how leadership supports racial equity in the jurisdiction, and among the employees. Ask about networking at the leadership level—to help support management and leadership staff in the pragmatic work of racial equity.

You should be cognizant of the fact that some staff may be hesitant to provide honest feedback, especially if there are any sorts of concerns about lack of management receptivity. If you have anecdotal evidence that suggests such concerns might exist, conduct focus groups and interviews with confidentiality.

Community Access and Partnership

It is important to understand how the jurisdiction engages with people and communities of color. Some areas of focus include looking at the racial diversity of advisory bodies, availability and access of translation and interpretation services, culturally relevant communication practices, and the frequency of staff interaction or partnership with communities of color during planning and implementation processes.

Data, Metrics, and On-going Improvement

Community-level data disaggregated by race in housing, jobs, education, criminal justice, health and others will capture various areas of disproportionality. In reality, local government touches each of these areas, but ultimately, does not control the entire system. Therefore, it is important to supplement your data analysis with assessment conversations to determine the key leverage points and opportunities for your jurisdiction to influence each area of inequity.

You should also review how your jurisdiction collects information and tracks the results of its actions to improve racial equity. We recommend looking closely at how data is disaggregated by race or not, whether a racial equity toolkit is used on programs and policies, and whether data collected by communities of color is valued and used by the jurisdiction. A deeper examination is needed to look at how service-level demographic data and data documenting disparities is used to prioritize and develop criteria for decision-making. This will provide valuable insight into whether investments and resource distribution are likely serving to achieve the jurisdiction's racial equity goals.

Jurisdictional practices in this area may help later in the process when developing a Racial Equity Action Plan's methods for tracking progress.

RESEARCH FINDINGS

A summary of research findings is a helpful way to synthesize a large amount of information into a useful format. This may require sorting through data to find themes, anomalies, and discrepancies, all with the ultimate goal of identifying your "headline" findings. A Racial Equity Action Team is best suited for this work but may need supplemental support from data analysts or content experts.

Communicating your findings is an opportunity to raise awareness and give leadership an opportunity to convey the importance of advancing racial equity. Your executive or director is well positioned to communicate the findings and next steps. In-person meetings of staff and leadership to share the findings are good opportunities to answer questions and garner support for your plan.

A summary can help answer the following questions:

- What research methodology was used?
- Who participated? How did leadership participate? How did community participate?
- What are the high level summary findings (headlines)? Are there themes or trends identified?
- Where are the gaps in the jurisdiction's use of promising practices of racial equity? You may want to provide brief explanation for gaps.
- Were there any discrepancies between some findings and the Racial Equity Action Team's opinion? Why do they exist and is there a recommended response?
- Where are the strengths in the jurisdiction's use of promising practices of racial equity?
- What opportunities for change does your research suggest? What are some initial recommendations for the Plan?

THE PLAN

Racial Equity Action Plans should be ambitious documents to bring about institutional change in order to eliminate racial disparities, both inside government and in the community. Plans will have clear outcomes and measurable actions to achieve them. Effective actions should be specific, measurable, attainable, relevant, and timely. Be sure your plan includes sufficient funding, staffing, accountability mechanisms, and evaluation.

Racial Equity Action Plans should create opportunities for reflection and learning. No one has all the right answers. Making some mistakes is highly likely but do not let the fear of mistakes stall your process or the implementation of your Plan. The Racial Equity Action Team can provide a model of reflection and learning for the whole jurisdiction to emulate.

The terminology for Racial Equity Action Plans is informed by Results Based Accountability. This approach clearly delineates between community conditions/results and performance accountability/outcomes. These levels share a systematic approach to measurement. This approach emphasizes the importance of beginning with a focus on the desired end condition.

We encourage you to be clear about the desired end conditions in the community and to emphasize those areas where you have the most direct influence. When you align community indicators, government strategies, and performance measures, you maximize the likelihood for impact. Recognize also that to ultimately impact community conditions, you will need to partner with other institutions, across sectors, always putting community in the center of your efforts.

Figure 5: Results Based Accountability Flow

We have provided a sample template (see appendix 1) that uses the following definitions of key terms:

- **Results**: Community level conditions you are aiming to achieve.
- **Community Indicator**: The means by which you can measure community condi-

tions, disaggregated by race.

- **Outcome**: A future state of being resulting from a change at the jurisdiction, department, or program level. Strong outcomes articulate a clear improvement or define how much improvement will take place. Beginning outcomes with the words "increase" or "decrease" help with the latter.
- **Action**: Specific things your jurisdiction will do to achieve the outcomes. Strong actions start with verbs.
- **Performance Measure**: A quantifiable measure of how well an action is working. Different types of measures include
  - Quantity—How much did you do?
  - Quality—How well did you do it?
  - Impact—Is anyone better off?
- **Timeline**: The month, quarter, and/or year an action will be accomplished.
- **Accountability**: The position or body that is responsible for the action and/or is accountable for its completion.

1. CREATE A RACIAL EQUITY GUIDING STATEMENT FOR YOUR JURISDICTION

A simple statement can help guide your jurisdiction throughout a plan's development and implementation. Questions to consider when developing this statement:

- How does your jurisdiction's existing mission statement relate to racial equity?
- (For departments) What is your unique role in the jurisdiction-wide effort to achieve racial equity?
- What principles or shared values are reflected in this guiding statement?

The racial equity guiding statements below are some examples:

- Portland Bureau of Planning and Sustainability: Develop planning and sustainability solutions that eliminate racial disparities thereby creating prosperous, resilient, healthy, and affordable communities for all Portlanders.
- Seattle Race and Social Justice Initiative: Eliminate institutional racism and achieve racial equity in Seattle.

2. IDENTIFY RESULTS AND COMMUNITY INDICATORS THEN CREATE OUTCOMES

Identify a result and its associated community indicator(s) and then commit to an outcome stating the change your jurisdiction will make in order to improve the indicator. Indicators should measure a specific racial disparity. Outcomes articulate the change that strengthens the jurisdiction's position to reduce that disparity.

Again, this is an opportunity to engage leadership and secure buy-in to the necessary change. The Racial Equity Action Team can draft results/indicators and outcome language for leadership to process and finalize through a facilitated work session. Use this precious time wisely by coming with prepared materials and a facilitator's guide.

Questions to consider as you select community indicators and outcomes are:

- What needs or opportunities were identified during the research and assessment phase of this process?
- What needs to be different in our jurisdiction's culture, workforce, policies, practices, and procedures? What change do we ideally want (not just for what we would

settle)?

- What does our jurisdiction define as the most important racially equitable outcomes?
- What are some known racial inequities in your jurisdiction? What are the root causes or factors creating these racial inequities?
- How does your jurisdiction's relationship with communities of color need to change? How can those most adversely affected by an issue be actively involved in solving it?
- How will proposed outcomes address root causes of racial disparities and advance institutional and/or systemic change?

Examples of community indicators in Racial Equity Action Plans (disaggregated by race):

- Dane County, WI: Unemployment rates
- City of Seattle: Severe housing cost burden for renters

Examples of outcomes include:

- Dane County, WI: Dane County is a model employer advancing racial equity.
- Portland Bureau of Planning and Sustainability: Shared project management approach that integrates equity at all phases (scoping, design, implementation, evaluation).
- Seattle Public Utilities: Position service equity as one of the primary filters for decision making by Q1 2018.

3. CREATE ACTIONS TO ACHIEVE EACH OUTCOME

Develop a clear action or set of actions to achieve each outcome. Facilitated action planning sessions with departments or divisions are a good way to source potential actions. Bring the relevant indicators and outcomes to these sessions and facilitate a conversation about what steps are necessary to achieve them.

Questions to consider when developing actions include the following:

- Were any actionable solutions identified during the information gathering phase of this process? Are there actions prioritized by communities of color?
- What is a specific change in policy, practice, or procedure that could help produce more equitable outcomes?
- How will an action decrease racial disparities?
- Are there any unintended consequences? Can they be mitigated?
- What capacity is needed to successfully implement the action?
- How will an action be implemented and by whom?
- Is the action achievable within the lifetime of the plan?
- Is the action measurable and how will it be measured?

Similar to the sorting and summarizing of your research findings, there will need to be a process to refine all the proposed actions solicited through your work sessions. Again, the Racial Equity Action Team is best suited for this role.

TIPS FOR WRITING AN EASILY UNDERSTOOD PLAN

To ensure the public can understand the Plan, use the follow writing tips:

- Use plain language to describe your indicators, outcomes, actions, and measures.
- Spell out acronyms.
- Double-check for spelling errors.
- Have a communications expert review the Plan for clarity and cultural competency.

Examples of actions include the following:

- Portland Bureau of Planning and Sustainability (BPS): Develop a customized BPS project management approach that integrates transformational values framework, equity tools, and community engagement.
- Seattle Public Utilities: Implement an ongoing, sequential community engagement training and coaching process for all project managers.
- Seattle, WA: Develop and implement a Racial Equity Fund—provide funding to support institutional/community collaborations aimed at eliminating structural racism.

4. CREATE PERFORMANCE MEASURES FOR EACH ACTION AND COMMIT TO A COMPLETION DATE

Each action should have a completion date (month/quarter/year) and performance measure(s). You may consider these questions as you develop a date and measures:

- What is your timeline?
- How will you evaluate and report progress over time?
- How will you know the action is complete?
- Can you retain stakeholder participation and ensure internal and public accountability?

Examples of tangible results to measure include the following:

- Seattle Department of Human Services:
  - 900 youth/young adults of color participating in the Youth & Young Adults Program made academic progress by achieving at least one of the following: GED completion, grade progression, credit retrieval, passing HSPE scores, on-time graduation.
  - By Q4 100 percent of our Human Resources policies will have been evaluated and corrected as filtered through the racial equity toolkit.
- Dane County Racial Equity Framework: 75 percent of Dane County employees believe their department seeks input and assistance on decision making from communities of color.

5. IDENTIFY THE LEAD POSITION OR BODY THAT HOLDS THE POSITION ACCOUNTABLE FOR COMPLETION OF EACH ACTION

The responsibility for completing actions should be delegated to a position or body. Any community oversight body should also be identified.

Recommend a Stewardship Plan

The ultimate goal of this work is not a Racial Equity Action Plan. The goal is institutional and structural change. Thus, GARE recommends the Racial Equity Action Team also provide recommendations on Plan stewardship and accountability. This includes responsible parties, resources committed, and accountability structures.

Recommendations could include a proposal for an ongoing coordinating body to track and support implementation of the Plan. Your accountability and stewardship structure is another opportunity to partner with the community.

Stewardship provides the opportunity to obtain broad buy-in—including from leadership—for any shifting of existing resources and/or any new staffing and resources required to implement actions. Also, some actions may be flagged for prioritization due to required immediate or near-term action.

Questions concerning limited resources for this work will undoubtedly arise. Remember, we are paying the cost already for past inaction to reduce disparities. There is a continued and growing cost to inaction. Your leadership should be reminded of this cost when they are considering how much to invest in the plan.

REVIEW AND FINALIZING THE PLAN

Each jurisdiction's process for reviewing a draft plan will be different. The Racial Equity Action Team may want to circulate a draft to all or some participants, similar to the process for sharing the research findings. A public review process and/or comment period is recommended.

After receiving feedback, the Racial Equity Action Team can collectively and individually review the plan using questions like these below. Again, this is an excellent opportunity to engage the community in this process.

- Does the Plan reflect the research findings?
- Are the community indicators of racial disparities explicitly named?
- Are the outcomes and actions likely to make institutional or structural changes?
- Are the actions measurable and realistic?
- Do the actions reflect relevant promising practices in racial equity work?
- Are there positions responsible for the actions?
- Is the Plan implementable and well resourced?
- Are there any multi-department trends?
- Are there opportunities for different departments to work together?
- Are there opportunities for the community to work with departments on an action or the Plan as a whole?

ROLL OUT AND IMPLEMENTATION

Implementation of the plan is perhaps the most critical step to create positive, meaningful change over time. The rollout of the plan should launch its implementation. The plan is a public document so the rollout should occur externally as well as internally. Each rollout will look different for each jurisdiction depending on their structure and their communications capabilities.

Once the plan is finalized, you will want to work with your leadership to distribute the plan at multiple staff levels and in multiple venues. Your communications staff could be good resources. The initial internal process may use similar communication strategies that were used when announcing the planning process; director sends all-staff email, presentation at all-staff meetings, summary materials distributed, etc.

The release of the plan will be a highly visible statement of the jurisdiction's intent and commitment to racial equity. GARE recommends using this opportune moment to raise awareness about racial inequities, government's role in eliminating inequities, and leaders' commitment to eliminating inequities. Achieving these objectives during the rollout of the plan will likely support many of the plan's actions.

At a minimum the executive should publicly release the plan with a press release, social media, and unique webpage. If possible or needed, a legislative body can provide additional legitimacy by adopting the Racial Equity Action Plan through a legislative action. This action could also include budgetary authority for implementation.

ANNUAL PROGRESS REPORTING

Your stewardship body can help track and report on the progress of the Racial Equity Action Plan. They can compile the reports received from responsible parties and synthesize the results. At a minimum these should document challenges faced and plans for addressing challenges or how the outcome or action might be refined in the future. Also, be sure to document and celebrate successes that have been achieved.

By tracking challenges, the stewardship body will be able to see what obstacles are affecting progress towards racial equity and attempt to resolve those issues. They can also share jurisdiction successes with others who are looking for promising practices.

Some things to consider when reviewing progress on the plans:

- Are there outcomes and actions that are receiving less attention than others?
- Is there a need to change the plan?
- Have plan actions been implemented or in progress? What do the results indicate as to how to improve?
- If there are unmet or blocked actions, is there an explanation and/or proposal for resolving the issue?
- Are there racially diverse staff working on the plan over the year(s)?
- Are residents of color engaged in the implementation of the plan over the year(s)?
- Are measures being recorded and updated as actions change or are completed?
- Is the jurisdiction reporting on challenges and successes?

CONCLUSION

By developing a Racial Equity Action Plan, you are moving from theory into action, recognizing the potential for government transformation—a public sector for "the public good." You are creating a shared practice and forming new relationships across the jurisdiction's structure and in partnership with community. You are also creating a culture of learning and reflection to improve upon the work as you go. GARE, your peers, and our network of national partners are all here to help you.

In closing, we encourage you to be driven by:

- Justice—Be clear-eyed about the past and rigorously committed to a new way of governing, one that intentionally creates racial equity rather than reinforces historic injustice. Government itself created and continues to maintain inequity. City governments are uniquely suited and responsible for creating and sustaining equitable outcomes.
- Community—Adhere to the principle "nothing about us without us" as a core tenet of your approach. People of color and communities most affected by inequity are supported to lead efforts toward equity in cities, counties, and states across the country. Build capacity with leaders at all levels—from formal positions of authority and community leaders in cities to peer leaders elsewhere in our movement.
- Momentum—Aim for nothing less than complete transformation, but be both pragmatic and urgent in your approach, seeking not perfection but progress. Starting from what exists, build solutions, constantly evolve and adapt to accelerate the pace of progress.

You are joining a growing movement of people within government, normalizing conversations about race, operationalizing new behaviors and policies, and organizing to achieve racial equity. GARE is seeing more and more jurisdictions that are making a commitment to achieving racial equity, focusing on the power and influence of their own institutions, and working in partnership across sectors and with the community to maximize impact. There is an increasingly strong field of practice. We are organizing in government with the belief that the transformation of government is essential for us to advance racial equity and is critical to our success as a nation.

APPENDIX I

Racial Equity Plan Template

(Template that can be customized depending on your jurisdiction's self-assessment and priorities; add your actions, timeline, accountability and performance measures, along with any additional results, indicators and outcomes)

1. Jurisdiction's residents understand and are committed to achieving racial equity.					
Community Indicator	**Outcomes and Actions**	**Timeline**	**Accountability**	**Performance Measure**	**Progress Report**
•Percent of population who believe advancing racial equity should be a priority of government •Percent of population who understand the jurisdiction's commitment to racial equity	A. Jurisdiction's employees understand, are committed to, and have the infrastructure needed to advance racial equity.				

2. Jurisdiction's residents view the jurisdiction as an effective and inclusive government that engages community.					
Community Indicator	**Outcomes and Actions**	**Timeline**	**Accountability**	**Performance Measure**	**Progress Report**
• Percent of population who believe the jurisdiction values community participation and engagement •Jurisdiction services are well received by community members • voter turnout	A. Jurisdiction's employees have outreach and engagement skills and competencies to advance racially inclusive outreach and engagement.				

3. Jurisdiction's communities of color share in the economic prosperity.					
Community Indicator	**Outcomes and Actions**	**Timeline**	**Accountability**	**Performance Measure**	**Progress Report**
•Unemployment rates •Household income •Number of businesses developed	A. Jurisdiction is a model employer advancing racial equity. B. Investments in contracting and procurement benefit the diversity of jurisdiction's communities.				

4. Others					
Community Indicator	**Outcomes and Actions**	**Timeline**	**Accountability**	**Performance Measure**	**Progress Report**
•Criminal justice •Education •Housing •Health					

Across the country, governmental jurisdictions are:

Making a commitment to achieving racial equity

Focusing on the power and influence of their own institutions

Working in partnership with others

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

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