FINAL REPORT

INTERNAL AUDIT

EQUITY & INCLUSION ASSESSMENT

March 9, 2021

THE CITY OF ASHEVILLE

EXECUTIVE SUMMARY

Purpose
This assessment was conducted at the request of Black AVL Demands. However, it serves a broader purpose of informing City management, City Council, and the Asheville community about the equity and inclusion initiatives that are happening at the City of Asheville. It also serves to demonstrate opportunities for improvement. The Equity Action Plan, adopted by City Council in June 2018, is the basis for the report.

Overview
The Office of Equity and Inclusion was established in fiscal year 2017-2018 as a result of City Council's goal of an inclusive, diverse community. It has an annual budget in fiscal year 2020-2021 of $456,499 (page 4).

Recommendations
- Adopt an updated Equity Action Plan
- Formally incorporate equity and inclusion into the budget process by using the Equity Budget Tool to guide budget decisions
- Conduct centralized, collaborative community outreach
- Build equity work into employee job responsibilities
- Include equity and inclusion in all departments' work plans

Detailed recommendations are included in the body of the report beginning on page 31.

Report Highlights
The City of Asheville has created Equity Core Teams, which are temporary teams assembled with representatives from most City departments, to serve as ambassadors for equity in their departments. The Equity Core Teams have been instrumental in creating guidelines in embedding equity and inclusion throughout the City through their development of the Equity Action Plan and Equity Budget Tool (page 3).

The City has adopted a Business Inclusion Policy, effective January 1, 2021. This Policy moves the City from race- and gender-neutral to race- and gender-conscious for making contracting and procurement decisions (page 13).

The City uses the Racial Equity Toolkit, created by the Government Alliance on Race and Equity, to incorporate equity into decision making. Employees who have used the Racial Equity Toolkit have noted its demonstrable influence in shaping policies and decisions for the City to embrace what is most impactful for Black, Indiginous, and People of Color communities in Asheville (page 21).

The Office of Equity and Inclusion has developed a robust offering of training programs for City employees. These trainings serve to educate employees on racial equity and provide guidance on how to incorporate equity into work responsibilities. Employees learn how to follow the framework of normalizing, organizing, operationalizing, and visualizing equity (page 14).

I. Introduction

In June 2020, the Black AVL Demands group sent a list of issues to the City of Asheville (hereafter "the City") that it requested the City address for transparency, accountability, and advancing racial equity in Asheville. The City took that list and incorporated the requests into a 30/60/90 day plan, indicating how soon the City could begin the work to address each request. One of the requests was "provide protocol, practices overview of assessment, plans and implementation by City government; and resources allocation data from the Equity and Inclusion Department on the City's website."

The City reached out to Black AVL Demands for clarification of what information should be shared, and some additional clarifying requests were added: "examine what recruitment strategies have been used to establish inclusive hiring practices that includes the use of inclusive benchmarks. If none are currently in use research best practices and modify current hiring practices to include those strategies. In addition, we demand an audit of the internal practices of the City - what decisions have been made versus what has been recommended by the Office of Equity and Inclusion."

This report is the result of that request, with one key difference. The request specifically asked for an audit, but instead, the work conducted was an assessment of equity and inclusion work across the City. A performance audit involves using a set of criteria (e.g., federal laws, state statutes, City policies, best practices) as a standard that would be compared to actual work performed, usually to determine if the standard(s) have been met. An assessment, however, typically addresses the question of "what happened?". An assessment was chosen as the method to conduct this work because it allows this report to provide information about equity and inclusion work across the City, not just limited to reporting positive or negative outcomes. This assessment was designed to give the Asheville community a snapshot, not an opinion, of what work the City has done to promote racial equity and inclusion.

To perform this assessment, the City's Internal Auditor conducted interviews with all Office of Equity and Inclusion staff and other key City employees. The Internal Auditor performed research, analyzed data, and collected documentation to support information obtained from the interviews. The Internal Auditor used the information collected to produce the final results, which are reported here.

II. Office of Equity and Inclusion

A. Background

The creation of the City of Asheville's Office of Equity and Inclusion began in 2016 with City Council's Vision 2036 (to see the entire plan, please visit https://www.ashevillenc.gov/government/vision-2036/). The vision supports the goal of an inclusive, diverse community by using a "racial equity lens to review and achieve our

City's strategic goals in health, education, housing, and economic mobility." After the Vision 2036 was created, City Council adopted its annual budget for fiscal year 2016-2017 that included the hiring of an Equity and Inclusion Manager.

The City conducted a nationwide search and hired an Equity and Inclusion Manager in July 2017. Around the same time, City Council appointed members to a three month long task force, the Blue Ribbon Committee, to serve in an advisory capacity to define the mission, scope, and duties concerning a newly created Human Relations Commission. In January 2018, the Blue Ribbon Committee recommended to City Council that the City expand the Office of Equity and Inclusion to hire three additional employees to carry out its mission.

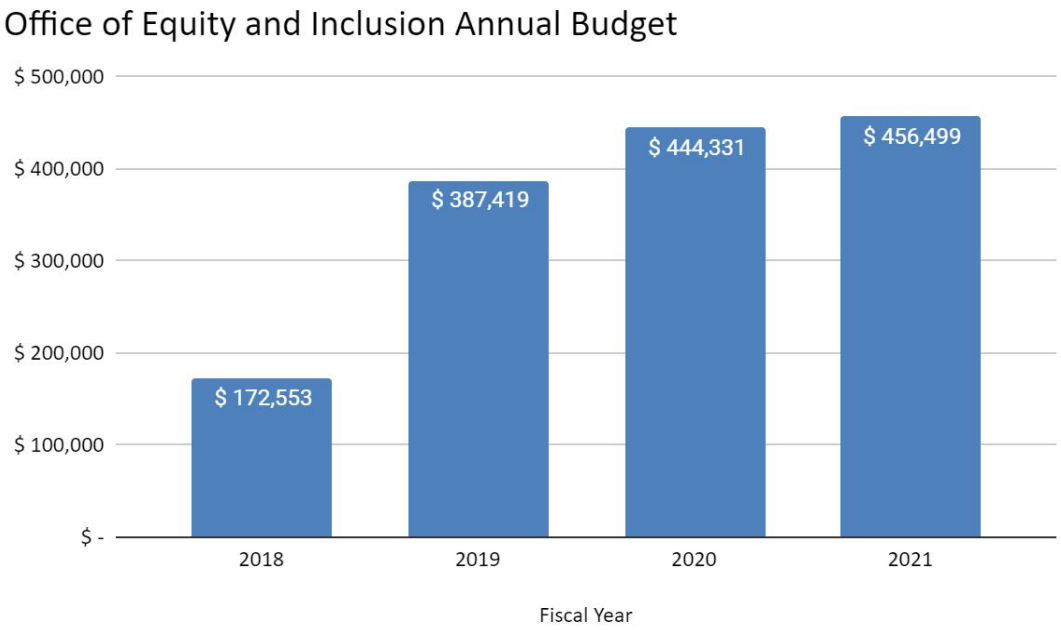
The first key initiative that the Equity and Inclusion Manager started was to assemble a team of employees to map out a plan for the City's initiatives in advancing equity and inclusion. The Equity Core Team #1 included employees from departments across the City who worked together to create the Equity Action Plan. The Equity Action Plan was presented to and adopted by City Council on June 19, 2018. Because the Equity Action Plan has been adopted by the City and serves as the guiding document for the Office of Equity and Inclusion, it is used as the basis for this assessment.

B. Equity Core Teams

Equity Core Teams are created as a temporary team assembled with representatives from most City departments. The goal of the core teams is to increase capacity for equity and inclusion across the organization. This is done through training to develop knowledge and skills about equity and inclusion, analyzing practices and policies, and identifying the creation of equitable versus inequitable outcomes. Equity Core Team members serve as ambassadors for equity and inclusion in their departments. The Equity Core Team #1 developed the Equity Action Plan (see Appendix 1), and the Equity Core Team #2 developed the Equity Budget Tool (see Appendix 2). There has not been a formation of another Equity Core Team due to the impacts of the COVID-19 pandemic. However, the Office of Equity and Inclusion is in the planning phase to get the Equity Core Team #3 started in 2021.

C. Budget

Below is a snapshot of the Office of Equity and Inclusion's annual budget by fiscal year. The City's fiscal year runs from July 1 to June 30, so the 2021 fiscal year is from July 1, 2020 to June 30, 2021.



Here is a more detailed Office of Equity and Inclusion budget, broken down by fiscal year and expense category. The second table describes the change by percentage between fiscal years.

	2018	2019	2020	2021
Personnel Costs	$106,008.00	$285,735.00	$328,047.00	$339,475.00
Contracted Services	$46,975.00	$33,000.00	$33,000.00	$44,710.00
Training	$5,170.00	$26,370.00	$26,370.00	$22,500.00
Programming and Outreach	$1,550.00	$12,500.00	$12,500.00	$16,000.00
Other Operating Costs	$12,850.00	$29,814.00	$44,414.00	$33,814.00
Total Budget	$172,553.00	$387,419.00	$444,331.00	$456,499.00

		% Change	% Change	% Change
		2018 to 2019	2019 to 2020	2020 to 2021
Personnel Costs		169.54%	14.81%	3.48%
Contracted Services		-29.75%	0.00%	35.48%
Training		410.06%	0.00%	-14.68%
Programming and Outreach		706.45%	0.00%	28.00%
Other Operating Costs		132.01%	48.97%	-23.87%
Total Budget		124.52%	14.69%	2.74%

What is included in the expense categories?
Personnel costs: This category is salaries and benefits, which includes health insurance costs, retirement and pension contributions, and FICA taxes, as required by law.

Expenses increased significantly from 2018 to 2019 due to the hiring of three additional staff: the Inclusive Engagement and Leadership Manager in October 2018, the Training Consultant in November 2018, and the Human Relations Analyst in January 2019. Employees are the biggest driver in implementing change for more equitable practices. The increase from 2019 to 2020 was a reflection of paying employees hired in fiscal year 2019 for a full year.

Contracted services: The account includes all work performed by third parties that the City is financially responsible for and requiring a contract between the City and the third party. In 2018 and 2019, the bulk of this account was related to partnerships with the Government Alliance on Race and Equity (GARE) to help build capacity for promoting racial equity in the City. This included the employee equity assessment conducted by GARE in 2017-2018 and equity training provided to the City, including “train the trainer” sessions so the City could perform the work in the future.

Training: This expense is for employees to attend local, regional, and national training sessions to stay current with the latest developments, skills, and new technologies required for advancing equity and inclusion. The significant increase from 2018 to 2019 was due to the hiring of three additional employees and providing funding for their training.

Programming and Outreach: This category is used to conduct educational programming for employees, Boards and Commissions members, and community members. The Office and Equity and Inclusion has focused programming spending to hire Black- and Latinx-owned businesses in Asheville.

Other Operating Costs: Other operating costs include office expenses such as furniture, supplies, and telephones. The increase from 2018 to 2019 was to purchase office furniture for three newly hired employees. The increase from 2019 to 2020 was to pay annual membership fees for the Western North Carolina Diversity Engagement Coalition.

D. Equity Dashboard

The Office of Equity and Inclusion partnered with the Information Technology Services Department to create an equity dashboard for the City website. The dashboard provides the Office of Equity and Inclusion with the opportunity to tell the public about the work it is doing and report on the data as supportive evidence. For more information about the equity dashboard, please visit https://www.ashevillenc.gov/equity-dashboard/.

III. Equity Action Plan

The Equity Action Plan (Appendix 1) was developed by the Equity Core Team #1 to serve as a guiding document for the City’s initiatives in advancing equity and inclusion. It was presented to

and adopted by City Council on June 19, 2018. The Equity Action Plan identifies goals and objectives for the City and actions and outcomes for each goal.

A. OBJECTIVE: Workforce equity improved; eliminate racial disparities in hiring and promotions; improve retention rates

1. *Actions and Outcomes: Evaluate people of color recruitment efforts to improve and expand outreach to underrepresented communities both local and non local; Apply recommended recruitment and retention strategies throughout the City to ultimately hire and retain more people of color*

   The City is actively working to increase the focus of equity and inclusion in the areas of compensation, benefits, policy, data, training, employee engagement, talent acquisition, and workforce equity.

   As a result of ongoing leadership and partnership with the WNC Diversity Engagement Coalition, the City has utilized the Global Diversity and Inclusion Benchmarks, which outline best practices for talent acquisition. The City has evaluated its current efforts surrounding workforce equity and identified opportunities for additional improvements that can be made. The City will utilize these benchmarks in the development of a system to capture data around its continued journey to a more equitable and inclusive workforce.

   One key ingredient to the City's success comes from the partnerships in the community. One highlight of this work is the ongoing partnership with UpSkill WNC to employ individuals from underrepresented communities. The City has hired several individuals from this partnership, many of whom have already been promoted within the organization. Currently, the City is working with A-B Tech and others in the community to develop apprenticeship opportunities to allow for on-the-job training in the trade industries and plan to target local underrepresented communities to fill those positions. The City's Talent Acquisition Team, which is responsible for recruitment efforts for filling employment vacancies, will be piloting a program with a new Black-owned local business, Hire Powered Staffing, that will provide employment opportunities to community members who are underrepresented at the City.

   The City's Talent Acquisition Team is conducting an ongoing evaluation of the City's Black, Indigenous, and People of Color (BIPOC) recruitment efforts to improve and expand relationships with underrepresented communities both locally and non-locally. As a result, the City has reallocated over $30,000 in advertising and outreach funds and developed a focused marketing strategy that will be implemented upon the lifting of the current hiring freeze. Once implemented, the City will track success through applicant data with the goal of increasing the percentage

of applications received from BIPOC candidates and percentage of BIPOC candidates hired.

Ongoing reviews of minimum requirements are being conducted to ensure unnecessary barriers are removed. In collaboration with the Workforce Interdepartmental Action Team, position announcements and advertisement language will be reviewed to ensure inclusive language and visuals.

The City has also adopted banning the box, which removed the check box asking if applicants have a criminal record from hiring applications. The goal of this initiative is to decrease discrimination against applicants who have a criminal history. The only exceptions to this policy are positions within the Police Department that have certification requirements. For those positions, questions surrounding illegal activity are included in the application process to determine if the applicants are eligible for certification.

2. *Actions and Outcomes: Offer strategies to hiring managers for removing implicit bias from the interview, hiring, and promotion processes, thus increasing people of color employed at all levels of the organization*

   The City's Talent Acquisition Team has worked collaboratively with hiring managers to offer strategies for removing implicit bias from the interview, hiring, and promotion processes to ultimately increase the number of people of color employed at all levels of the organization. In addition to the work that has been done in this area, mandatory training is being developed by the Human Resources Department in partnership with the Office of Equity and Inclusion's Training Consultant for all hiring managers and selection process assessors. This training will roll out in the Spring of 2021 and will include education about the hiring process itself, as well as how to decrease the impact of implicit biases and increase equity in hiring. In tandem with the training, written guidelines will be provided to further encourage best practices for equitable selection both internally and externally.

3. *Actions and Outcomes: Examine and document internal and external examples of recruitment and retention successes*

   The City does not have a history of tracking this information, but with the success of the transitioning the data to the applicant tracking system in MUNIS (more information about this is later in this section), the City is better positioned to be able to report on recruitment and retention successes. For example, the City has worked with UpSkill WNC to hire eight referrals to date.

4. *Actions and Outcomes: Provide resources to staff to facilitate their professional growth in order to increase the pool of people of color applying for and securing supervisory and manager positions*

   The City's Human Resources Department provides professional development opportunities for all employees through an internal program called "Grow". Grow programming runs twice a year and is designed for City employees by City employees. The programming includes the racial equity training classes discussed later in this report, and it also has several classes aimed to help develop supervisory and management skills. Programming includes:

   - Aspiring Supervisor Program
   - Facilitating Effective Meetings/Facilitating Effective Virtual Meetings
   - Stand Out: Job Application Basics
   - Stand Out: Resume and Cover Letter Tips
   - Getting Better Outcomes: Performance Management 101
   - Implicit Bias and Microaggressions and How to Interrupt Them
   - Using Emotional Intelligence to Navigate Uncomfortable Conversations
   - Culture of Leadership
   - Leading by Strengths
   - Understanding the City's Budget
   - Catching FiSH: Customer Service Training
   - Effective Supervision Overview
   - Delegating for Success
   - The Art of Leadership
   - Legal Issues for Supervisors
   - From Group To Team: Leadership Strategies

5. *Actions and Outcomes: Partner with HR to track wages and employment statistics to evaluate improvements for hiring and retaining*

   Before the City could begin to track employment wages and statistics, it had to initiate a project to collect and maintain accurate workforce data. This began with making all employee documents digital. All paper documents were scanned and imported into a documents management system and then stored in a secure database within MUNIS, the City's enterprise resource planning software. Employee documents are now easily retrieved, and it has improved reporting on employee actions.

   In addition to making employee documents digital, the City restructured action codes (i.e., hire, promotion, reclassification, transfer, interim position, demotion) in MUNIS for consistency. These simplified action codes led to more accurate reporting of employee data.

Although this narrative focuses on workplace data, it is part of a greater City initiative towards strengthening data collection and reporting. The City recently created the Office of Data and Performance to provide actionable data on program performance and a results-based approach to improvement. This Office will help support equity goals in the workforce and in other City functions, as well as data and performance outside the scope of this assessment.

Since there was no consistency in employee actions prior to July 1, 2019, the City has begun reporting as of that date. The tables below show the City's employee actions, reported as a percentage by race/ethnicity for easy comparison. The first table is for all of fiscal year 2020, from July 1, 2019 to June 30, 2020, and the second table is for the first four months of fiscal year 2021, from July 1, 2020 to October 31, 2020. The first row of information sets a baseline to show all employees to compare who works at the City with who has had employee actions. It should be noted that the City has had a hiring freeze in place since . Action type definitions are provided after the tables.

Fiscal Year 2020:

Action Type	Count Total	White/ Caucasian	Black/ African American	Hispanic/ Latinx	Other
All Employees	1,533	84.47%	10.11%	3.91%	1.50%
Career Plan Advancement	105	87.62%	4.76%	5.71%	1.90%
Change in Pay/Salary	309	85.11%	9.39%	4.85%	0.65%
Demotion	12	91.67%	8.33%	0.00%	0.00%
New Hire	263	74.14%	16.73%	5.70%	3.42%
Out of Class	69	94.20%	5.80%	0.00%	0.00%
Promotion	82	85.37%	8.54%	4.88%	1.22%
Reclassification	10	90.00%	0.00%	10.00%	0.00%
Rehire	34	64.71%	26.47%	8.82%	0.00%
Retirement	25	88.00%	8.00%	4.00%	0.00%
Supplemental Pay	30	93.33%	3.33%	0.00%	3.33%
Termination - Seasonal	88	57.95%	34.09%	5.68%	2.27%
Termination - Voluntary	158	82.28%	13.92%	2.53%	1.27%
Termination - Involuntary	8	75.00%	25.00%	0.00%	0.00%
Transfer	20	75.00%	15.00%	10.00%	0.00%

Fiscal Year 2021:

Action Type	Count Total	White/ Caucasian	Black/ African American	Hispanic/ Latinx	Other
All Employees	1,488	83.60%	10.95%	3.70%	1.75%

Career Plan Advancement	23	82.61%	4.35%	8.70%	4.35%
Change in Pay/Salary	11	72.73%	18.18%	0.00%	9.09%
Demotion	2	100.00%	0.00%	0.00%	0.00%
New Hire	60	70.00%	20.00%	3.33%	6.67%
Out of Class	57	92.98%	5.26%	1.75%	0.00%
Promotion	30	80.00%	13.33%	3.33%	3.33%
Reclassification	1	100.00%	0.00%	0.00%	0.00%
Rehire	8	87.50%	12.50%	0.00%	0.00%
Retirement	9	100.00%	0.00%	0.00%	0.00%
Supplemental Pay	13	84.62%	0.00%	7.69%	7.69%
Termination - Voluntary	95	86.32%	5.26%	7.37%	1.05%
Termination - Involuntary	9	100.00%	0.00%	0.00%	0.00%
Transfer	7	85.71%	14.29%	0.00%	0.00%

Here is an explanation of the employee action types:

Career Plan Advancement: Employee meets criteria for advancement in an established career plan. For example, an employee is automatically eligible for an advancement after a predetermined time in position, or an employee earns a particular certification that is required for an advancement. Not all departments have career plans, but some examples include the Police and Fire Departments having career plans based on position and years in service.

Change in Pay/Salary: Employee receives an increase in pay without a change in job assignment or requirements.

Demotion: Employee is reassigned to a lower pay grade, whether voluntarily or involuntarily. If demotion is involuntary, it is due to the employee no longer possessing all of the job requirements or being unable to perform the duties and responsibilities of the currently assigned position.

New hire: Employee is hired at the City.

Out of Class: Employee receives a temporary assignment to a position at a higher pay grade (classification).

Promotion: Employee is moved to a job reassignment at a higher pay grade (but not as a result of a career plan advancement) and earns a higher pay rate.

Reclassification: A job study determined that the duties, responsibilities, and other characteristics of a position no longer describe the employee's classification so they are moved to a new classification.

Rehire: Former employee is hired again at the City.

Retirement: Employee ends employment with the City due to meeting eligibility requirements to receive monthly retirement benefits.

Supplemental Pay: A pay supplement is awarded when an employee earns a specific job-related certification or participates as a member of an applicable team and is dependent on department and job specifications. Examples include supplemental pay for a Master's Degree or participating in the Emergency Response Team.

Termination - Voluntary: Employee chooses to end employment with the City.

Termination - Involuntary: City chooses to end employment for an employee.

Transfer: Employee accepts an offer of employment into a different position but in the same pay grade as their current position.

6. Related department initiatives

As an example of a departmental strategy, the Fire Department has included in its strategic plan the goal to continue increasing the number of applicants who are women and/or BIPOC in the hiring process. Over the past ten years, the Fire Department applicant pool has increased from 8% of candidates being women and/or BIPOC in 2010 to 26% now.

The Police Department has a goal of having the demographics of the department accurately reflect the makeup of the community. There is a recruitment plan to increase efforts to have more women and BIPOC applying and getting hired into the Police Department. As of June 30, 2020, the Asheville city population is 53% female and 17% BIPOC; the Police Department makeup is 29% female and 13% BIPOC.

The Public Works Department has made an effort to include more diversity in hiring panels and is developing a departmental policy to require hiring managers to employ diverse panels. While hiring managers must follow these diversity requirements for their panels, serving as an interviewer on hiring panels is entirely voluntary to avoid undue burden on employees. The department hopes that increasing diversity will allow for more diverse perspectives when making hiring decisions. However, there still needs to be some measurable outcomes to monitor the effectiveness of the hiring panels, so the Public Works department is exploring evaluation rubrics.

The Water Department is working on a collaboration with the North Carolina Rural Water Association to provide an apprenticeship program that develops potential

employees without prior related experience. The apprenticeship program is a two year program that includes classroom work and on the job experience, and it results in participants earning licenses to advance their careers in water resources. The program will involve local outreach to identify potential applicants for hiring for the program by working with local high schools, as well as outreach to BIPOC communities. Potential candidates will have the opportunity to learn about the apprenticeship program and potential careers in water resources.

B. OBJECTIVE: Contracting and Procurement equity improved; increase the <$30,000 contracting threshold opportunity for Black-owned businesses

1. *Actions and Outcomes: Community engagement with Black-owned businesses to identify barriers to conducting business with the City*

To get input from the Black business community, the Business Inclusion Office, which is part of the Community and Economic Development Department, contracted with a co-facilitator to hold 1.5 hour long listening sessions each week from June 2019 to December 2019 to identify barriers Black business owners faced in conducting business with the City. Over the course of those sessions, there were several key takeaways that the City used to develop next steps to increase contracting services with Black business owners. Participants at these sessions expressed the following:

- Lack of understanding of how to do business with the City, such as filling out bids and determining competitive rates
- Desire to have incubating spaces for co-working and business development
- Need for faster payments from the City
- Barriers around the state statute requiring certifications or licenses for some types of contracting work
- Desire to be educated by Black community members

After the completion of the sessions, the Business Inclusion Office contracted with the Mountain Business Equity Initiative (https://www.mountainbizequity.com) to provide entrepreneurial classes for Black business owners. The Business Inclusion Office also received a grant from NC IDEA (www.ncidea.org) that was used to purchase Chromebooks that participants in the classes can borrow, and a projector and screen to allow for classes to be taught in many locations.

The City is also working with several community members to identify and develop co-working spaces for entrepreneurs to use to create and launch business plans. Lastly, the City has partnered with the Asheville Downtown Association and Appalachian Sustainable Agriculture Project (ASAP) to provide space for Black vendors to sell their goods at local markets through December 2020.

2. *Actions and Outcomes: Create policy and/or change procedure for all planning for outreach and engagement include stakeholders within the community*

   In 2018, the City performed a Disparity Study (to see the full Disparity Study report, please visit https://www.ashevillenc.gov/department/community-economic-development/business-inclusion/disparity-study/) which concluded that the participation of women- and minority-owned businesses in City contracts was lower than expected based on business availability. The results of the Disparity Study provide the City with the legal basis to adopt a race- and gender-conscious contracting policy to address the identified disparities.

   On October 27, 2020, City Council adopted the new Business Inclusion Policy that will go into effect on January 1, 2021. Prior to the implementation of this policy, city contracting and procurement activity has been race- and gender-neutral. With the new Business Inclusion Policy, the City seeks to address the findings identified by the Disparity Study. The Policy moves the City from race- and gender-neutral to race- and gender-conscious.

   The race- and gender-conscious elements of the Business Inclusion Policy will expire on November 1, 2023, at which time a new disparity study will need to be conducted.

   Additionally, the Office of Equity and Inclusion and the Business Inclusion Office co-hosted a regional symposium of ten counties in October 2019 to learn more about the BIPOC-owned businesses in Western North Carolina and how to expand collaboration between the City and those businesses.

3. *Actions and Outcomes: Improve COA database to indicate whether vendor or subcontractor is a minority business; Departments entering minority businesses into database*

   The City has created new vendor certification types for minority- and women-owned businesses (MWBE) to track in MUNIS, the City's enterprise resource planning software that includes the contracting and vendor databases. In conjunction with the Business Inclusion Policy, the City will be launching the Vendor Self Service tool by January 2021 that will allow vendors to register their information with the City, including capturing their MWBE certifications. Vendor Self Service will allow vendors to fill out information directly that feeds into the City's database. This effort will help the City expand its minority- and women-owned businesses database.

4. *Actions and Outcomes: Create measurable minority business outreach requirements for <$30k General Services and Building Construction contracts*

The City has drafted under $30,000 contracting procedures, which is in the review phase and will outline minority business outreach requirements for contracts that are less than $30,000. These procedures were contingent on City Council adopting the Business Inclusion Policy, and the procedures will go into effect at the same time as the Business Inclusion Policy on January 1, 2021.

C. OBJECTIVE: Knowledge and tools used by City staff and Council to advance racial equity increases; capacity and infrastructure in place to implement Racial Equity Action Plan

1. *Actions and Outcomes: Employee equity survey results are used to develop strategies for increased employee understanding and work to advance initiative; City employees have the understanding, core competencies, skills, tools, and resources needed to advance racial equity*.

   The City follows the Government Alliance on Race and Equity (GARE) framework of normalizing, organizing, operationalizing, and visualizing equity. The equity and inclusion training sessions support this framework. The City aims to create intentional spaces where it can normalize conversations around equity and inclusion, so that when it comes time to build infrastructure to carry out the work, the City can be on the same page as it applies an equity and inclusion lens to programs, policies, and procedures.

   None of the training sessions are created in a vacuum, and they all arise from an expressed need. For example, the first training sessions that were developed are Advancing Racial Equity 101 and Advancing Racial Equity 201. These training sessions were developed based on the needs found in the city-wide racial equity survey conducted by GARE. The City also works to adapt to things happening in the country and the community. Building an equity and inclusion lens in which to see the world takes practice, and training sessions offer an environment of both education and exploration.

   Here is a list of training sessions that have been offered or are currently being offered:
   - Advancing Racial Equity 101
   - Advancing Racial Equity 201
   - Implicit Bias & Microaggressions Overview & How to Interrupt them
   - Processing Grief & Being Antiracist
   - Cultivating a Black Safe Space
   - Equity & COVID-19
   - Self-Care & COVID-19
   - Seeing White Podcast Discussions
   - Race the Power of an Illusion Viewing & Discussion Series

For a more detailed description of the training sessions listed above, and for demographic information about who has attended training sessions, please visit the Equity Dashboard at https://www.ashevillenc.gov/equity-dashboard/.

2. *Actions and Outcomes: Establish annual accountability agreements between City Manager(s) and Management Team on applicable Equity and Inclusion goals; Convene a Racial Equity Strategic Leadership Team responsible for high-level accountability and oversight of implementation of Equity Action Plan*

   The Equity Action Plan states that the City will establish annual accountability agreements between the City Manager and Management Team on applicable Equity and Inclusion goals and convene a Racial Equity Strategic Leadership Team. Neither has happened. Instead, Management Team developed and agreed on a Code of Conduct, which includes the Core Values, I ACT:

   Inclusive
   Accountable
   Collaborative
   Trustworthy

   Additionally, every department created a work plan in FY20 based on City Council priorities. 12 of the 17 departments included equity and inclusion in their work plans. Some examples of initiatives include developing a business inclusion program to increase contractor participation in response to the Disparity Study, ensuring that public technology is accessible to underserved communities, improving accessibility to public meetings, and establishing recruitment processes that increase the diversity in the pool of candidates.

3. *Actions and Outcomes: Interdepartmental Action Teams guide the implementation, tracking, and reporting of each Equity Action Plan goal (i.e., workforce equity, contracting and procurement, community engagement, economic inclusion, and capacity building)*

   Interdepartmental Action Teams (IATs) were created to assemble key decision makers across City departments who can collaborate to achieve the goals outlined in the Equity Action Plan. The following IATs have been formed with descriptions of their initiatives:

   Workforce Equity IAT - The goals of the Workforce Equity IAT are to eliminate racial disparities in hiring and promotions, as well as to improve retention rates and create a more inclusive workplace culture.

   Contracting and Procurement IAT - The role of the Contracting and Procurement IAT is to serve as a support to our Business Inclusion Office and to make our contracting policies, practices, and procedures equitable. One of the main goals is to increase the <$30,000 contracting threshold opportunity for Black-owned businesses.

Community Engagement IAT - This team's goal is to strengthen how the City equitably provides services and inclusively engages with the community. This includes improving our efforts around equitable and inclusive outreach and public engagement. Cultivating more equitable and inclusive boards and commissions to retain a diverse group of people on City boards and commissions is also included in the work of this team.

IATs related to the remaining Equity Action Plan goals have not been formed.

4. Related department initiatives

The Fire Department has partnered with the Equity and Inclusion Office Training Consultant to offer training classes. All of the Fire Department leadership team has taken equity training, and the goal is to implement the training to the entire department with 100% participation. Additionally, the Fire Department requires all supervisory positions to attend an officer academy, which includes a four hour module on biases, assumptions, and decisions.

The Information Technology Services Department has created a racial justice library to provide resources to staff to learn more about racial equity and inclusion. City employees have the opportunity to check out books from the library to help build common understanding and language. Employees have access to the following publications:

- White Fragility: Why It's So Hard for White People to Talk About Racism, Robin DiAngelo
- So You Want to Talk About Race, Ijeoma Oluo
- The New Jim Crow: Mass Incarceration in the Age of Colorblindness, Michelle Alexander
- Just Mercy: A Story of Justice and Redemption, Brian Stephenson
- Stamped from the Beginning, Ibram X. Kendi
- The History of White People, Nell Irvin Painter
- Waking Up White: And Finding Myself in the Story of Race, Debby Irving
- Why Are All the Black Kids Sitting Together in the Cafeteria, Beverly Tatum
- White Like Me: Reflections on Race from a Privileged Son, Tim Wise

D. OBJECTIVE: Equitable and inclusive outreach and public engagement are improved

1. *Actions and Outcomes: The City's community engagement activities engage participants who reflect the demographics of the neighborhoods where services, improvements, and changes occur and impact the most*

   The City is improving the ability to capture demographic data from in-person meetings and have purchased tablets for that purpose. When there is a better understanding of who is engaging with the City, the City can identify who is missing from the conversations and increase outreach efforts to those communities.

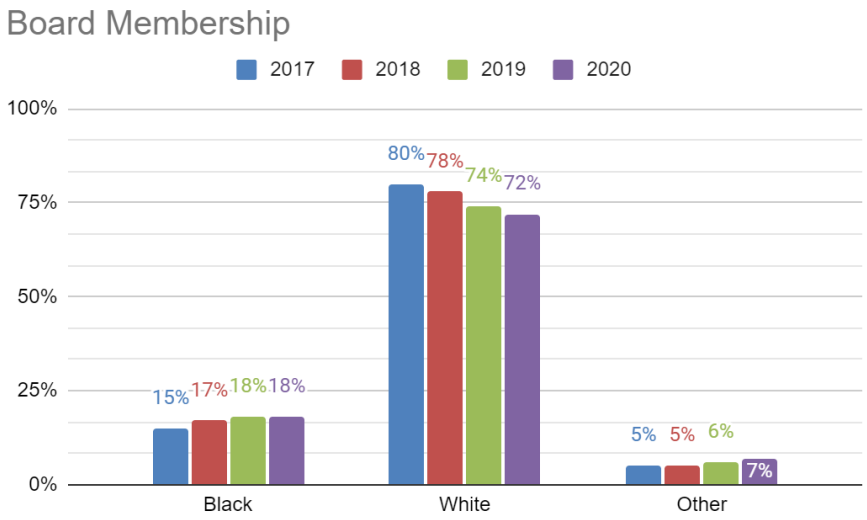
   In a citizen survey conducted in 2018, the City collected demographic information that allowed the responses to be filtered by race and income. The survey showed that an overwhelming number of responses by people of color and in low-income households had barriers that prevented them from participating in public meetings in person. These barriers include transportation, childcare, and the timing of public meetings. In order to allow for more participation from all community members, the City engaged in discussions to provide remote access to public meetings. While those discussions began before the COVID-19 pandemic, the pandemic caused the City to speed up implementing the software that allows for remote access. The City now utilizes PublicInput.com, a community engagement software for government, for all public meetings, including City Council, Council committees, and boards and commissions meetings.

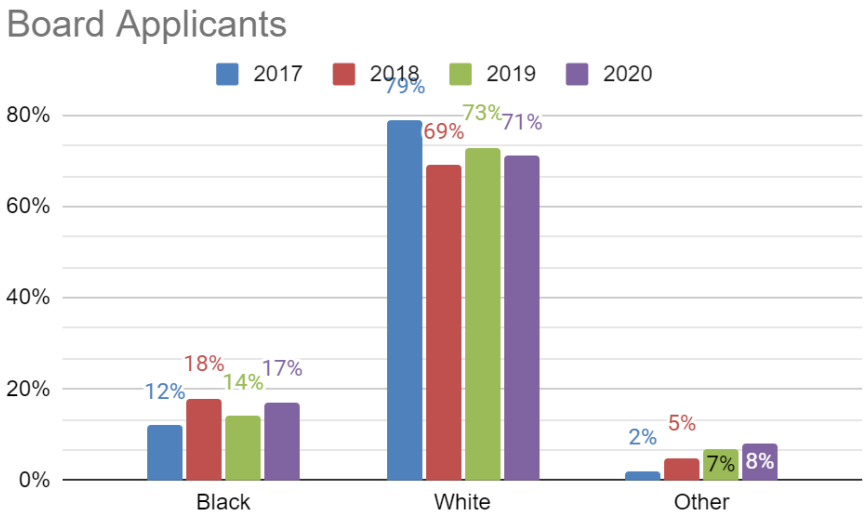
2. *Actions and Outcomes: City-wide outreach and public engagement interdepartmental team as a structure for coordinating inclusive outreach and public engagement across the City*

   The Communications and Public Engagement Department has implemented a one page Communication and Engagement Plan template for departments to use to help coordinate outreach efforts collectively. However, this tool is not universally used across the City, and there is no database that departments can reference to understand what engagement has already occurred to use a starting point for initiatives.

3. *Actions and Outcomes: Build relationships with informal community leaders from underrepresented groups for recommendations and applicants for City boards and commissions; Track, recruit, and facilitate the appointment of racially diverse boards and commissions members*

   The City Clerk's Office tracks and reports demographic information about boards and commissions members and applicants to City Council annually.





4. *Actions and Outcomes: Provide supportive tools and resources for a culture of inclusion on boards and commissions*

   The Equity and Inclusion Office's Training Consultant currently offers Advancing Racial Equity 101 and Advancing Racial Equity 201 to all boards and commissions members. To see data about training attendance by boards and commissions members, please visit the Equity Dashboard at https://www.ashevillenc.gov/equity-dashboard/training/.

   The Training Consultant emails resources to everyone who attends Advancing Racial Equity 101 and 201. Those resources include the presentation that was shared during the training, a list of definitions for easy reference, and links to tools,

documents, articles, videos, and podcasts. The Training Consultant also offers to have follow-up conversations with anyone who attends a training session.

Additionally, the City conducted a survey of all boards and commissions members to get a better understanding of what resources should be available in addition to what is already offered. The results of that survey are being analyzed and will help create a future plan for equity tools and resources to offer boards and commissions members.

5. *Actions and Outcomes: Approval of a City-wide inclusive engagement resolution by City Council; City-wide administrative policy*

   An Inclusive Engagement Guide is currently being drafted by the Community Engagement IAT. Once a draft is completed, the City plans to have community outreach for input before the Guide is finalized. It will then be presented to City Council for adoption as an administrative policy.

6. Related department initiatives

   A joint City Council and staff initiative that stemmed from community engagement involved the artwork in the Council meeting chamber of City Hall. After hearing from many residents who were offended by the images, Council requested staff to replace them. The initial response was to cover the offensive material with images of the mountains surrounding Asheville. This has been completed, and the offensive material is no longer visible in the Council chamber. The long term plan for artwork is to get community input for what should be displayed and engage with local artists for artwork that reflects the spirit of Asheville.

   The Police Department created a Community Engagement Division as of October 11, 2020. The division is composed of the public housing team, school resource officers, the crime prevention unit, and community resource officers. The division will also be responsible for the Citizens Police Academy. Because the division is new for the Police Department, it is currently determining how these teams will work together.

E. OBJECTIVE: Existing services are systematically reviewed and improved using racial equity best practices criteria

1. *Actions and Outcomes: Provide appropriate training for all employees to advance attainment of core competencies*

   The City addresses the following core competencies in equity and inclusion training:
   - Understanding racial equity terms
   - Understanding implicit bias and microaggressions

- Understanding the role government plays in racial equity
- Understanding the role individual employees play in creating racial equity
- Understanding of individual, systemic, and structural racism and their impacts

These core competencies are taught in Advancing Racial Equity 101, Advancing Racial Equity 201, and Implicit Bias & Microaggressions & How to Interrupt Them. A month after employees or board and commission members attend one of these training sessions, they are sent an anonymous impact survey, which is optional participation, that asks about the core competencies to determine if they have been able to identify the core competencies in their work and apply the information learned.

2. *Actions and Outcomes: Institutional barriers to racial equity within the City are identified, analyzed, and acted upon using equity tools*

   There are two equity tools that have been implemented by the City--the Equity Budget Tool, which was created by the Equity Core Team #2, and the Racial Equity Toolkit, which was published by the Government Alliance on Race and Equity (GARE). Both tools are included as Appendices 2 and 3 to this report.

   Equity Budget Tool (Appendix 2)

   The Equity Budget Tool is a set of questions designed to guide the development, implementation, and evaluation of budget proposals to address the impacts of racial equity. The tool was created by the Equity Core Team #2 and completed in June 2019, but it has not been fully adopted or implemented. Instead, budget staff have incorporated most of the questions into the documents that departments use to make additional budget requests to varying success. These questions have been incorporated into the last two budget cycles (FY20 and FY21). Due to the impacts of COVID-19 on the FY21 budget cycle, no new budget requests were considered, so the equity questions were used less than planned.

   Using an equity lens in budget decisions is in its infancy; the budget staff have noticed that departments struggle to answer the questions and to consider equity impacts in their requests. As employees receive education and increase their awareness and understanding, the ability to incorporate the equity impact into budget requests will also increase.

   The significant challenge with fully implementing the Equity Budget Tool lies with reviewing the responses. Currently, the responses are examined by budget staff, the Chief Financial Officer, and the City Manager's Office. In order to maximize effectiveness, since City Council makes the final budget decisions, they should adopt the full Equity Budget Tool and use the tool responses to aid in their decision making.

Racial Equity Toolkit (Appendix 3)

The Racial Equity Toolkit that the City uses was designed by GARE to incorporate racial equity into decision making. The toolkit requires the City to ask and answer questions that are not normally considered in decision making and helps develop an understanding of root causes of disparities before the City makes a decision. According to GARE, “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.” (Appendix 3, page 4)

There are four City initiatives that have used the Racial Equity Toolkit to influence final decisions: the noise ordinance, Urban Centers proposal, Affordable Housing Disposition Policy, and strategic partnership funds.

The noise ordinance has been slowed by the COVID-19 pandemic, but the use of the Racial Equity Toolkit has illuminated what changes should be made to make the noise ordinance more equitable to all Asheville communities.

Instead of recommending an ordinance that would criminalize noise, after public engagement with areas most affected, the City is planning to recommend a noise program that offers community based solutions and a good neighbor policy to improve communication. It will set decibel levels for commercial properties and a noise disturbance determination for residential properties. It will also create a position, housed in the Development Services Department, to help mediate noise complaint concerns to avoid sending a police officer to the same location over and over with little results.

The City used the Racial Equity Toolkit to evaluate its plan for an urban center at 1001 Patton Avenue. Urban centers are a redevelopment plan to evaluate zoning along major highway corridors in areas with large shopping centers on higher frequency transit routes. Urban centers would require housing and help subsidize affordable housing when those areas are redeveloped.

By using the Racial Equity Toolkit, the City examined how an urban center rezoning on Patton Avenue would impact nearby communities. The toolkit identified the Emma community, a largely Latinx community located behind the property in question, and the Burton Street community, a historically African American neighborhood on the

other side of Patton Avenue, as communities that would be impacted. Public engagement efforts with the two communities made it clear that community members were concerned that the rezoning would lead to increased property values and property taxes, and they do not want redevelopment to turn into gentrification.

Being intentional with working with the Emma and Burton Street communities have changed the urban center proposal. The City is continuing to work with the Emma Community and Buncombe County (the Emma community is outside City boundaries but inside Buncombe County) to develop anti-displacement strategies. Public engagement with the two communities has resulted in a scaled back initial proposal with less dense zoning requirements in an effort to keep property values and property taxes lower. The City continues to work with Emma and Burton Street to develop plans moving forward.

There are full descriptions of the Affordable Housing Disposition Policy and strategic partnership funds in the next goal section.

3. Related Department Initiatives

In 2015, prior to the City Council adoption of the Equity Action Plan, the Parks and Recreation Department started two new programs to promote and track equity in all of its work. Staff created a new account code in their budget for equity programming. Each year, park facilities staff develop equity programming that is tailored to the facility where they work and submit the proposals to the Parks and Recreation management team for vetting. The department budgets $50,000 for equity programming annually. An example of this programming is the Southside Neighborhood community swim program; the Parks and Recreation Department rented pool time from the YMCA to provide children with free access to indoor pools. For more information about the Parks and Recreation equity programming, please visit https://www.ashevillenc.gov/department/parks-recreation/equity-program/.

The second program that was started in 2015 was the development of an equity matrix of investments. This matrix was built to track where the Parks and Recreation budget is being spent throughout the City, and it tracks all spending except salary and salary-related expenses. The matrix lists all Parks and Recreation properties, where they are located, and the demographics of each location based on Census information (such as household income, population under the age of 18, and crime rates). No data information in the matrix is subjective. Each location is given a weighted rating based on the demographics, and the matrix is used internally to make sure Parks and Recreation spending, improvements, and upgrades are being distributed equitably in all locations. The next phase of the equity matrix is to turn it into a dashboard that can be continually updated and published on the City of Asheville website for the public to view.

The Information Technology Services Department used geographic information system (GIS) technology to map racial equity in Asheville. This project used administrative data to visualize historically racist policies and the racialized impacts the policies have had in Asheville geographically to use in analysis of City projects. The City has used the GIS mapping to assist in several City projects, such as streets repaving, neighborhood sidewalk prioritization, and the climate justice initiative, discussed in greater detail further in this section.

The mapping racial equity project won the 2019 North Carolina G. Herbert Stout Award for Visionary Use of GIS, which is awarded once every two years. The project was presented at the North Carolina GIS conference in 2019 and presented nationally in 2020; many cities and municipalities have reached out to the City for guidance in mimicking the City's work in this area.To see the map, please visit https://www.arcgis.com/apps/Cascade/index.html?appid=10d222eb75854cba994b9a0083a40740.

Public Works has been working to implement an equity lens in the prioritization of street repaving. In 2015, the City began using a pavement management software that looks at the data of road conditions to help optimize how to determine which streets should be repaved to maximize financial resources. There are two weaknesses of this system, however. If a road has deteriorated enough, the software will not select it for maintenance because the cost is too high; the City realizes that poorly maintained streets often need the most attention, so they will override the software recommendations. The second weakness is that geographic location is not a factor in the scoring system. The streets data is stored in GIS to map out the streets that have the highest scores and are designated for repaving, but the mapping has no bearing on the street scoring.

The City has determined that in order to incorporate equity into the prioritization, the use of the information from the software is simply a starting point in selecting streets for repaving. Supervisors physically inspect the top ranked streets in order to refine the list, and they use the GIS mapping and add census data to determine demographic information of high scoring roads in need of maintenance. The City has not, however, determined which census data points should be used, so Public Works continues to fine-tune the data in its equity analysis of street repaving projects.

Similar to the street repaving prioritization, the City is using an equity lens to prioritize neighborhood sidewalks. This was a pilot project that included employees from the Transportation, Capital Projects, and Finance Departments in collaboration with the Office of Equity and Inclusion. The City worked with the Government Performance Lab at Harvard University's Kennedy School to create a GIS tool that quantifies equity instead of subjectively trying to apply an equity lens into the decision-making process. The tool is used in the evaluation process to determine which neighborhood sidewalks are prioritized for development. The GIS tool is also being incorporated

into the greenway, ADA, and pedestrian plans (named “Close the GAP) that are currently being updated.

Another project that has used GIS mapping is the Office of Sustainability’s climate justice initiative, which stemmed from the City’s climate emergency that was declared by City Council in January 2020. The GIS mapping used data layers such as redlining, urban tree cover, the City’s climate risks, energy burden, and race demographics to determine which communities to engage for story circles and climate justice.

The story circles are being held with Asheville’s most under-resourced Black, Indigenous, People of Color (BIPOC) communities, identified and mapped in GIS in a collaboration with the ITS department. The focus of the story circles is to capture the needs in these communities and compile the information to be shared with all City departments. Once the City has engaged with the communities and identified needs, City departments can work together to address those needs and avoid asking community members the same questions multiple times.

While the office is not using the Racial Equity Toolkit, the City is contracting with a consultant who uses a similar framework rooted in equity and community leadership. The City is creating a screening tool to implement climate injustice and goals in BIPOC communities. The screening tool will be used to implement the City’s many plans as well as policies, practices, and procedures the City is considering.

The office is currently conducting one-on-one interviews with BIPOC to discover how community members define climate equity and climate resiliency and to make sure the City is addressing their needs as they identify them for themselves, not the needs defined by others. The next steps will be to conduct neighborhood interviews in larger groups and work with youth in the communities to capture photos and captions to create an exhibition. These photos taken by community youth members will help define climate justice concepts and illustrate them, and the photos will be on display for community members.

For more information about the Office of Sustainability’s climate justice initiative, please visit https://www.ashevillenc.gov/department/sustainability/sustainability-initiatives/climate-justice-initiative/.

The Transportation Department includes equity analysis in all transit updates. When there is any form of change, including a route change or addition or removal of a bus stop, proposed for the City’s transit system, there is a full demographic analysis to determine impacts. The City uses census data to determine how many people are within a certain distance to a route and number of people who will be affected by a proposed change based on racial and economic demographics. In performing this

analysis, the City looks to maximize service to riders who need it the most. For example, the transit changes that were made in January 2020 were designed to improve service to underserved communities. The City added more frequency of buses to routes that serve public housing communities, including Hillcrest, Pisgah View Apartments, and Bartlett Arms.

For traffic engineering, however, the City has encountered some resource challenges. There is currently a backlog of over 300 complaints for traffic engineering services received through the Asheville App. Most citizen complaints are received from community members regarding neighborhoods with a high level of economic privilege, and the Traffic Engineering Division has struggled to balance addressing the complaints with work that needs to be done in more under-resourced areas. The division needs additional funding for neighborhood safety initiatives, such as creating an ADA fund for curb ramp improvements and ensuring that all school zones in Asheville have the same safety treatments.

The Water Resources Department is currently working with the Equity and Inclusion Office on how to provide education and assistance to water customers whose accounts are overdue. All of those accounts have been notified and put on payment plans to avoid water shutoffs until February 2021. The City is currently in the process of mapping all of the frozen accounts to determine where, if any, there are clusters of areas to pinpoint neighborhoods that would benefit from community outreach. The community outreach will involve informing water customers about resources that will help them get caught up on payments to their account and avoid losing water in February.

F. OBJECTIVE: Race-based disparities in our community are decreased

1. *Actions and Outcomes: Assess selected City-owned properties for development; Create an opportunity to fund future City of Asheville Community Land Trust; Increase affordable housing opportunities*

The disposition policy on affordable housing was passed by Council in Fall 2019 to provide guidance on how to use City land to create affordable housing. The policy established the expectation of the percentage of affordable housing within mixed-income developments on City land, the target area median income (AMI) of the families and individuals served by the units, and how long those units should stay affordable.

The City used the Racial Equity Toolkit to identify root causes of local housing disparities and to increase community outreach. The City held community stakeholder sessions, where a common theme was that what the City calls affordable is often not affordable in reality to people of color. The City faced the hard balance between setting the policy criteria to actually get units built and targeting

lower income levels such that the units are affordable to the people who most need it.

Legally, the Fair Housing Act prevents discrimination on the basis of race, so the City cannot require housing units be rented to people of color. In order to promote racial equity within the legal constraints, the area median income requirement for affordable units on City land was set at 60% and below. The City also realized the importance of requiring affordable housing development to accept housing choice vouchers. Both of these factors were determined as a way to create more housing opportunities for people of color.

In partnership with the Asheville-Buncombe Community Land Trust (ABCLT), the City signed a Grant Agreement for $1.1 million in start-up funding for the ABCLT. The funding includes $1 million in Bond Funding for the purchase of homes and parcels and $100,000 to support administration and salaries of an Executive Director. The ABCLT purchased their first home on September 10th, 2020 and just closed on two lots on Wyatt Street in south Asheville.

The City is also creating a homeowners' down payment assistance program to provide City residents and those who want to become City residents with affordable homeownership financing opportunities. One million dollars ($1,000,000) was allocated from the 2016 bond referendum, and another $300,000 has been designated from the housing trust fund. The funding is intended for individuals and families who could not afford to purchase a home without this additional support or could not afford a monthly mortgage payment without this funding. The funding will be available as a loan, but it will have no monthly payments or interest. The loan will be required to be repaid when the owner sells the home unless the owner owns the home for 30 years, at which point the loan will be forgiven. The City is finalizing a contract with a third party to initiate and run the program.

2. *Actions and Outcomes: Convene regional partners and potential collaborators in developing Economic Inclusion for Southern Cities strategy*

   The City is a member of the Economic Inclusion for Southern Cities, a cohort of seven cities (Asheville, Atlanta, Charlotte, Memphis, Nashville, New Orleans, and Richmond) dedicated to advancing economic equity for low-income communities and communities of color. The cohort was launched by the Annie E. Casey Foundation in partnership with PolicyLink and provides the member cities opportunities to share best practices and work through strategies and solutions to address racial and economic equity. The cohort helped influence the City's Business Inclusion Policy.

3. *Actions and Outcomes: Convene regional public institutions in action-oriented collaborative to eliminate racial disparities in our communities*

The City is a member of the Government Alliance on Race and Equity (GARE), which is a national network of government working to achieve racial equity and advance opportunities for all. The Office of Equity and Inclusion is working with several cities connected through GARE by providing resources to those cities to help them establish equity processes. Additionally, employees from many different City departments have attended GARE annual conferences and Southern Cohort (a region within the GARE network) meetings for further training and networking.

The City has partnered with Buncombe County for the Safety and Justice Challenge, a national initiative to reduce over-incarceration by changing the way America thinks about and uses jails. In October 2018, Buncombe County (the County) received $1.75 million from The John D. and Catherine T. MacArthur Foundation to implement strategies to reduce jail numbers by addressing the main drivers of the County's jail population.

Part of this initiative includes creating an index of violent crime by census block group and examining the discrepancy in sentencing between white and black offenders. There is a community engagement effort to hear how community members feel about law enforcement, how their communities are policed, and barriers to safety. The next phase of community engagement has set the goal of reducing gun violence in Asheville and Buncombe County, and it involves matching resources to the most impacted communities and awarding grants to help meet its goal. The Challenge is also providing training for those in the criminal justice system, including small group conversations around podcasts and books. The group is currently reading "How to Be an Antiracist" by Dr. Ibram X. Kendi.

For more information about the Safety and Justice Challenge, please visit https://www.buncombecounty.org/governing/depts/justice-services/key-initiatives/safety-justice-challenge.aspx.

The One Buncombe Fund was set up as a joint initiative between Buncombe County and the City of Asheville to provide immediate relief to individuals and businesses impacted by COVID-19. It was intended to provide assistance as a stopgap measure until federal funding became available. The City's Equity and Inclusion Office presented the recommendation that the fund use an equity lens to determine who should receive funding and emphasized that funding should be allocated based on highest need as a way to invest more in BIPOC individuals and businesses. While this recommendation was not fully implemented, the One Buncombe Fund set a goal to match or exceed Buncombe County BIPOC demographics in who received grant assistance. Recipients were chosen loosely based on a first come, first served basis, but the Fund committee ensured that applications from BIPOC individuals and businesses were reviewed.

The One Buncombe Fund ultimately received $1.375 million that supported 1,048 individual households and 92 businesses. 29% of the business loan program was received by borrowers of color, and 10% of businesses in Buncombe County have owners of color. Women borrowers made up 65% of business recipients and make up 47% of Buncombe County business.

Here is a breakdown of individuals who received assistance by race/ethnicity:

Breakdown by race/ethnicity	**One Buncombe individuals assisted**	**Buncombe County demographics**
White/Caucasian	76%	83.4%
Black/African American	12.5%	6.3%
Hispanic/Latinx	8.6%	6.8%
Asian	0.4%	1.4%
Native Hawaiian/Pacific Islander	0.2%	0.2%
American Indian/Alaskan Native	0.06%	0.5%
Prefer not to report	2.4%	

Another joint initiative between the City and the County involves co-sponsoring and co-hosting an employee resource group for professionals of color. The meetings are held quarterly and provide a space for employees of color to create connections, build capacity, and maintain a diverse workforce.

4. *Actions and Outcomes: Partner with nonprofits and private industry on eliminating racial disparities in our communities*

The City's Inclusive Engagement and Leadership Manager has worked with many nonprofit organizations in the community to provide equity technical support and consultation on how organizations can embed equity and how they can engage with communities to eliminate disparities. The Inclusive Engagement and Leadership Manager also meets regularly with some organizations to assist with applying for grants. Some of the organizations the City has partnered with include:

- Asheville City Schools
- Buncombe County Schools
- Housing Authority City of Asheville
- Domestic Violence Prevention Task Force
- Thrive Asheville
- Justice Resource Center
- Racial Justice Coalition
- Buncombe Remembrance Coalition

- United Way

Additionally, the City received the North Carolina Innovation and Implementation Grant from the Government Alliance on Race and Equity (GARE) in 2019. The City used this grant to partially fund its initiative to invest in racial healing mini-grants . The City awarded almost $40,000 to eight grant recipients who are working toward racial healing. For more information about the racial healing mini-grants program and recipients, please visit https://www.ashevillenc.gov/department/equity-inclusion/racial-healing-mini-grants/.

The City also offers grants to local nonprofit organizations through its Strategic Partnership Funds program. The City budgets $242,000 each year to fund programs throughout the community, and it recently has narrowed the focus of the funds to be used to help close the opportunity gap in schools. In order to identify a clear process for awarding the Strategic Partnership Funds, the City has put the program on hold, and it plans to combine fiscal year 2020-2021 funds with fiscal year 2021-2022 funds when a program plan has been approved.

The City used the Racial Equity Toolkit to create the program plan and award guidelines. Through the toolkit analysis, the City has identified four social determinants that feed the opportunity gap: education, access to healthy food, economic stability and mobility, and community and social contacts, or support networks. Community members also stressed the desire to have equity coaches in schools. The Office of Equity and Inclusion has been driving this analysis, and it plans to make recommendations to use the social determinants as guidelines for Strategic Partnership Funds. The next step is to present these recommendations to the Housing and Community Development Committee, which is a Council Committee made of three Council members.

5. *Actions and Outcomes: Partner to support education, training, dialogue, and other learning opportunities to engage community members in critical race analysis, normalizing, operationalizing, and organizing to eliminate racial disparities in communities*

The City has the goal to offer, or partner with facilitators who can offer, training and other educational opportunities to the community to advance discussions about racial equity. There has not been progress towards this goal, but there has been work done with the City's boards and commissions.

The Human Relations Analyst manages several boards and commissions that help drive the mission of engaging community members to eliminate racial disparities in communities. The boards and commissions include the Human Relations Commission of Asheville, the Vance Monument Taskforce, and the African-American Heritage Commision.

The purpose of the Human Relations Commission of Asheville (HRCA) is to promote and improve human relations and achieve equity among all citizens in the City by carrying out the City's human relations program. According to the City ordinance creating the HRCA, the HRCA prioritizes racial equity and works with City government and partners with communities and outside agencies, in an effort to encourage and ensure diversity, fairness, equity, and inclusion throughout the City. The HRCA should endeavor to identify and assist in addressing all forms of individual, institutional and community discrimination through education, advocacy, and policy recommendations.

The broadness of the scope of the HRCA has served as a challenge in execution. The commission is dedicated to equity and using an equity lens, which has given it an opportunity to serve as a sounding board for City initiatives. However, the HRCA has struggled with focus to give the City specific recommendations to support their mission.

The African American Heritage Commission is a joint commission with Buncombe County. It advises City Council and County Commissioners about the preservation, interpretation, and promotion of African-American arts, history and culture.

The Vance Monument Task Force (VMTF) is jointly appointed task force by the Asheville City Council and Buncombe County Commission. The VMTF is temporary and is responsible for providing a recommendation regarding the removal, relocation, or repurposing of the Vance Monument to the City Council and County Commission . The VMTF conducted inclusive community engagement, focusing on community members most harmed or negatively impacted by the Vance Monument in October 2020. The VMTF made the recommendation to remove the Vance Monument on November 19, 2020. The City Council and Buncombe County Commissioners voted in December to accept the recommendation and work together to develop an execution plan to include ideas for funding.

6. *Actions and Outcomes: Develop trusting relationships with community, especially those most impacted by disparities; Assist in traditionally underrepresented community members connecting and engaging with government and feeling empowered to voice their needs, desires, and demands of local government*

The Inclusive Engagement and Leadership Manager's primary role is to connect with communities that are not traditionally organized and/or have not engaged with the City. The position works to connect with people to bring in low income and underserved voices the City has not heard but are often most impacted by City decisions. The Inclusive Engagement and Leadership Manager plays an internal role by connecting City departments to those underserved communities for public

engagement to voice their needs, desires, and demands and influence decision making that impacts them.

IV. Recommendations

A. The City should adopt an updated Equity Action Plan for fiscal year 2021-2022.

As noted in this report, the City has implemented many of the recommendations made in the Equity Action Plan adopted by City Council for fiscal year 2019 to address racial equity, but there is still a need for further action. The City should create and adopt an updated Equity Action Plan that will prioritize initiatives by immediate, medium, and long term goals. The updated Plan should give measurable outcomes to track success, and it should also include reasonable timelines for accountability. The City should use its data, performance, and accountability (DPA) program to ensure that metrics identified in the updated Equity Action Plan are tracked and reported.

B. City Council should formally incorporate equity and inclusion into the budget process by using the Equity Budget Tool to guide budget decisions.

Currently, staff is required to submit a budget request form to the Budget Office in order to be considered for additional funding in the next fiscal year. That request form has included some of the questions from the Equity Budget Tool to incorporate an equity lens in budget decision making. The City should require the entire Equity Budget Tool to be submitted for new budget requests.

The Budget staff, Chief Financial Officer, and City Manager's Office should evaluate the tool responses as part of the City Manager's budget recommendation that is made annually to City Council. City Council will then review the tool responses of initiatives that are recommended to be funded, and City Council will also have the option to request the responses of additional toolkit submissions if desired.

C. The City should conduct centralized, collaborative community outreach that can be shared across departments.

The City currently asks for community engagement on an as-needed basis, with many departments leading their own initiatives. This has resulted in numerous conversations with community members that ask similar questions. The City should streamline this process by combining outreach efforts into one larger engagement campaign and maintaining data that departments can use when needed. When departments start new initiatives, they can access the outreach database to get an understanding of what needs community members have already expressed to the City and use that information to guide decision making from the beginning.

D. The City should build equity work into employee job responsibilities.

   A common concern that arose from employees who have served on an Equity Core Team and/or an Interdepartmental Action Team is finding time during the workday to make recommendations and changes while juggling other job responsibilities. The equity work being done through these teams requires focus and diligence, and success depends on employees having time to dedicate to equity initiatives. Department Directors and other supervisors should work with employees to adjust their job responsibilities to include equity work instead of simply adding it to an already full workload.

   Additionally, employees who participate in Equity Core Teams and Interdepartmental Action Teams should have explicit guidelines for reporting back to their departments. One of the purposes of the Equity Core Teams is to build capacity by having participants serve as equity ambassadors, and that can only happen if information is shared consistently and regularly to City departments. For the Interdepartmental Action Teams, it is important to have key decision makers on the teams who have the power to implement changes and share those changes with their departments.

   Lastly, the City should set baseline training requirements for all employees who supervise others that includes implicit bias training and the Advancing Racial Equity 101 and 201 classes.

E. All City departments should include equity and inclusion in their annual work plans.

   Every City department is responsible for creating an annual work plan that details project priorities and is shared with all departments to improve collaboration. In the 2020 work plans, 12 of the 17 departments included equity and inclusion in their work plans. The City should ensure that all 17 departments include equity and inclusion in their work plans for 2021 and future years.

Appendix 1

Community Indicator **What we hope to see in the community.**	**Outcomes and Actions** **What actions we will take and what we aim to achieve with these actions**	**Accountability** **Who is involved in the actions. Who is responsible for completion.**	**Timeline** **When we hope to see changes**	**Performance Measures** **What data we use to demonstate if changes are working**	**Progress Report** **Quarterly check-inon actions and outcomes**
Goal 1: Reduce racial disparities within City government					
A. Workforce equity improved: Eliminate racial disparities in hiring and promotions; improve retention rates					
Demographics of people of color grows and unemployment and wage disparities decrease between Black and white populations. Baseline Data: 1216 Benefitted Employees - 89% white 11% people of color Executive & Senior Level 90% white 10% people of color FY18 hired 200 employees of which 13% were people of color	Evaluate people of color recruitment efforts to improve and expand outreach to underrepresented communities both local and non local.	Department Directors and Workforce Equity Action Team	October 2018	100% of Departments implementing Equity Action Plan Defined and developed metric for improving and expanding outreach	
	Offer strategies to hiring managers for removing implicit bias from the interview, hiring and promotion processes thus increasing people of color employed at all levels of the organization.	Workforce Equity Action Team/ Office of Equity & Inclusion	June 2019 October 2018	100% of Hiring Managers in Departments attend Implicit Bias Training Baseline employment data disaggregated by race, salary range, positions	
	Examine and document internal and external examples of recruitment and retention successes	Workforce Equity Action Team and Management Team	October 2018 February 2019	Shared resources across departments Defined succesful strategies Documented implementation of successful strategies by departments Developed method for sharing across departments	
	Apply recommended recruitment and retention strategies throughout COA to ultimately hire and retain more people of color	Management Team and Workforce Equity Team	December 2018 June 2019	Shared resources across departments Documented implementation of successful strategies by departments 2% people of color hired; retained	
	Provide resources to staff to facilitate their professional growth in order to increase the pool of people of color applying for and securing supervisory and manager positions.	Workforce Equity Action Team and Human Resources	June 2019	5% of employees participate in professional development and growth opportunities 1% increase in people of color employees promoted 1% increase in people of color supervisors	
	Partner with COA HR to track wages and employment statistics to evaluate improvements for hiring and retaining	Workforce Equity Action Team and Human Resources	June 2019	1% increase in people of color employed and increase in average wages	
B. Contracting & Procurement equity improved: Increase the <$30,000 contracting threshold opportunity for Black owned businesses					

Minority-owned businesses increase annual income Baseline Data: $40K Annual income for Black Owned businesses - The State of Black Asheville, 2012	Community Engagement with Black owned businesses to identify barriers to conducting business with COA	Contracting & Purchasing Interdepartmental Action Team (Neighborhood Coordinator, Minority Business Manager, CAPE)	November 2018	Document and track meeting attendance Document barriers to develop solutions Develop measure of impact	
	Create policy and/or change procedure for all planning for outreach and engagement include stakeholders within the community	Contracting & Purchasing Interdepartmental Action Team, Purchasing Division, Minority Business Manager, City Manager's Office, City Council	February 2018	Ability to track outreach to all Minority Businesses Track Minority Businesses under $30K	
	Improve COA database to indicate whether vendor or subcontrator is a minority business	Contracting & Purchasing Interdepartmental Action Team, Information Technology Dept., Purchasing Div.	June 2019	Establish database Improvement of Minority Business Outreach Resource for COA employees to utilize Develop orientation/training and support for COA employees	
	Departments entering Minority Businesses into database	Contracting & Purchasing Interdepartmental Action Team, Management Team	February 2018	Minority Businesses entered at department level	
	Create measurable minority business outreach requirements for <$30K General Services and Building Constuction contracts	Contracting & Purchasing Interdepartmental Action Team, Minority Business Manager, Management Team	June 2019	Increase Minority Business utilization by COA	
C. Knowledge and tools used by City staff and Council to advance racial equity increases: Capacity and infrastructure in place to implement Racial Equity Action Plan					
City policies, practices and procedures support equitable and inclusive government	Employee Equity Survey results are used to develop strategies for increased employee understanding and work to advance initiative	Internal Capacity Interdepartmental Action Team, Office of Equity & Inclusion	September 2018	Equity Training and Technical Assistance program developed	
	City employees have the understanding, core competencies, skills, tools, and resources needed to advance racial equity	Internal Capacity Interdepartmental Action Team, Office of Equity & Inclusion	June 2019	Employee performance expectations include advancing racial equity; 15% of employees participate in equity training	
	Establish annual accountability agreements between City Manager(s) and Management Team on applicable Equity & Inclusion Goals	Executive Team, Office of Equity & Inclusion, Management Team	August 2018	100% of annual Department Director accountability agreements with City Manager are written and signed; Agreements are tracked and reported on quarterly basis; Performance expectations reflect measurable standards for advancing racial equity and are tracked	

	Convene a Racial Equity Strategic Leadership Team responsible for high-level accountability and oversight of implementation of Equity Action Plan.	Executive Team, Office of Equity & Inclusion, Management Team	September 2018	Racial Equity Strategic Leadership Team convened	
	Interdepartmental Action Teams guide the implementation, tracking and reporting of each Equity Action Plan Goal (ie. Workforce Equity, Contracting & Procurement, Community Engagement, Economic Inclusion and Capacity Building)	Executive Team, Office of Equity & Inclusion, Management Team	July 2018 December 2018 May 2019	Interdepartmental Action Teams convened; Oversee and track the implementation of focus area; Report progress on annual performance measures	
Goal 2: Strengthen how the City equitably provides services and inclusively engages with the community					
A. Equitable and inclusive outreach and public engagement are improved:					
All residents have access and opportunities to engage in public decision-making	The City's community engagement activities engage participants who reflect the demographics of the neighborhoods where services, improvements, changes occur and impact the most	City-wide Outreach & Public Engagement interdepartmental team	Jun 2019	Develop measure of community engagement Implement community engagement measure Track results	
	City-wide Outreach & Public Engagement interdepartmental team as a structure for coordinating inclusive outreach and public engagement across the city	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments	June 2019	Establish Outreach & Public Engagement Interdepartmental Action Team Track progress of regular meeting	
	Build relationships with informal community leaders from underrepresented groups for recommendations and applicants for City boards & commissions	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments, Deputy City Clerk, Boards & Commissions Staff Liaisons	December 2019 June 2019	Establish baseline (May 2018) Increase Boards & Commissions applications by people from underrepresented groups	
	Track, recruit and facilitate the appointment of racially diverse boards and commission members	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments, Deputy City Clerk, Boards and Commissions Staff Liaisons	June 2019	Increase people of color on boards and commissions by 10% from May 2018 baseline	
	Provide supportive tools and resources for a culture of inclusion on boards and commissions	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments, Deputy City Clerk, Boards & Commissions Staff Liaisons	June 2019	Create tools, orientation and repository of tools and resources	

	Approval of a city-wide inclusive engagement resolution by City Council	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments	March 2019	Policy approved 30% of externally focused departments (CAPE, Capital Projects, CED, Parks & Rec, Public Works, Water, Transportation) include new policy in workplans	
	City-wide administrative policy	Neighborhood & Community Engagement Manager, proposed Inclusive Engagement Manager (Equity Office), Community Engagement Pilot Project Team, Departments, Equity Office and CMO, Assistant City Clerk, Boards & Commissions Staff Liaisons	January 2019	Policy adopted by Management Team and included in departments' workplans	
B. Existing services are systematically reviewed and improved using racial equity best practices criteria:					
	Provide appropriate training to all employees to advance attainment of core competencies	Internal Capacity Interdepartmental Action Team, Office of Equity & Inclusion	June 2019	80% employees who attend equity training attain equity core competencies	
All residents agree the actions and values of local government are aligned	Institutional barriers to racial equity within the city are identified, analyzed and acted upon using equity tools	Internal Capacity Interdepartmental Action Team	June 2019 December 2018 June 2019	15% employees participate in equity and incluison training Racial Equity Toolkit training available and tools electronically accessible % of departments using Racial Equity Assessment Tools for decision-making Policy, Procedure and Practice changes/newly adopted are tracked	
Goal 3: Eliminate racial disparities in our communitites					
A. Race-based disparities in our communities are decreased:					
All residents share in Economic Inclusion (equitable opportunities in employment, income, affordable housing, wealth building and entrepreneurship) Baseline Data: - Renting vs. Ownership (State of Black Asheville) 63% of black families vs 48% of white familes rent (American Community Survey 2012). 37% of black families vs 52% of	Assess selected city-owned properties for development; Create an opportunity to fund future City of Asheville Community Land Trust Increase affordable housing opportunities	Development and Anti-Gentrification Equity Action Team, City-Owned Property Team	June 2019	Identify city-owned property for development; 2 properties under development Decision-making tool finalized, approved by Management Team and adopted by City Council Develop education materials for the community to explain the model and city owned property initiative Asheville Community Land Trust established and incorporated	

white families own (American Community Survey 2012). - Renting vs. Ownership (ACS FactFinder) 71% of black families vs 49% of white families rent their homes (American Community Survey 2016). 28% of black families vs 50% of white families own their homes (American Community Survey 2016). There are ten public housing communities with 3,100 residents; 71.8% are black. 1.350 families receive funding from Housing Choice Vouchers (Section 8).	Convene regional partners and potential collaborators in developing Economic Inclusion for Southern Cities strategy	Office of Equity & Inclusion; WNC Diversity Engagement Coalition; Annie E. Casey Foundation; PolicyLink	October 2018 June 2019	Plan and implement convening Follow-up with action-oriented meetings to develop strategic regional plan; include community engagement Develop Regional Action Plan	
	TBD				
	TBD				
City, community and public and private institutions work together to address race-based disparities that impact our communities	Convene regional public institutions in action-oriented collaborative to eliminate racial disparities in our communities	Office of Equity & Inclusion, Executive Team	June 2019	Public Institutions formally adopt initiatives to eliminate racial disparities and advance racial equity;	
	Partner with nonprofits and private industy on eliminating racial disparities in our communities	Office of Equity & Inclusion, Executive Team, Management Team, CED, Parks & Rec	December 2018 June 2019	Update Agreements & Partnership Policy to include equity and inclusion outcomes All new partnership agreements include language to eliminate racial disparities and advance racial equity	
	Partner to support education, training, dialogue and other learning opportunities to engage community members in critical race analysis, normalizing, operationalizing and organizing to eliminate racial disparities in communities	Human Relations Commission, Office of Equity & Inclusion	June 2019	Track # of learning and/or dialogue partnership opportunities Develop and track measure of impact	
	Develop trusting relationships with community, especially those most impacted by disparities. Assist in traditionally underrepresented community members connecting and engaging with government and feeling empowered to voice their needs, desires and demands of local government	HRCA, Community, Executive Team, Mayor & City Council	Ongoing	Community conversations occurring Community and City shares power in developing citywide equity statement/vision and accountability measures	

Appendix 2

City of Asheville 2020 Budget Request Tool

Purpose:
+ Comprehensively analyze budget proposals
+ Inform budget decisions explicitly considering racial equity and racialized outcomes

This tool:
+ Proactively seeks to eliminate racial inequities and advance equity
+ Accesses data resources to provide historical and current context for budget decisions
+ Identifies clear goals, objectives, and measurable outcomes
+ Engages community in decision-making processes
+ Identifies and analyzes who will benefit and be burdened by a given decision, examines and plans for potential unintended consequence
+ Develops mechanisms for successful implementation, communication and evaluation of proposal
+ Identifies alignment or advancement of existing city plans

General Information

1. Request Name:

2. One Time or Recurring

Mark only one oval.

- ◯ One Time
- ◯ Recurring

3. Request Number

_____

4. Department

_____

5. Fund

Mark only one oval.

- ◯ General Fund
- ◯ Option 2
- ◯ Option 3

Section I - Proposal Description & Impact

6. a. Describe the proposal including the intended outcome(s) for the organization and results in the community.

7. b. Who and/or what does the proposal have the ability to impact?

Section II - Alignment & Advancement of Existing Plans

8. a. How does the proposal align with or advance the Equity Action Plan? Check all that apply.

Check all that apply.

- [ ] Workforce Equity - Eliminates racial disparities in hiring and promotion while improving retention rates of employees from diverse racial and ethnic backgrounds
- [ ] Contracting & Procurement Equity - Increase the <$30,000 contracting threshold opportunity for Black-owned businesses
- [ ] Community Engagement - Equitable and inclusive outreach and engagement are improved
- [ ] Service Delivery - Existing Services are systemically reviewed and improved using racial equity best practices criteria
- [ ] Internal Capacity - [Internal] Capacity and infrastructure are in place to implement Equity Action Plan
- [ ] Economic Inclusion - All residents have access and opportunities in [steady] employment, [livable] income, affordable housing, wealth-building and entrepreneurship
- [ ] Local Collaboration - City, community, and public/private institutions work together to address race-based disparities that impact our communities
- [ ] Not Applicable - The proposal does not align or advance the Equity Action Plan

9. b. How does the proposal align with or advance City Council Strategic Priorities?

10. c. Which existing Citywide, Departmental, or Neighborhood Plan does the proposal align with or advance?

Section III - Data Informed

Measurement matters. A clear understanding of disparities, strategies, and actions

11. a. What does the data indicate are the disparities experienced by the people, group(s), neighborhood or sector identified in question #1? [demographic/population, neighborhood/blockgroup]

12. b. What does analysis of the data and resources tell about the root causes or factors influencing racial inequities? [root cause analysis exercise]

13. c. What are the implications of data and racial history of the people, group, neighborhood or sector identified in question #1? [red-lining map, employment, health, law enforcement, criminal justice, education, food availability, opportunity zones, transit maps, parks locations, amenities and programs, economic data by census block]

14. d. What are the existing, proposal-related services, programs, policies and resources for the population or neighborhood indicated in question #1? [Buncombe County services, non-profit and private organization offerings]

15. e. If there are data gaps, what additional data would assist in analyzing the proposal?

Section IV - Community Informed

16. a. How has/will the community, especially those most impacted by this proposal provide input on if it is important or a priority to them? [examples/resources for inclusive community engagement]

Section V - Analysis of Data & Community Input

17. a. Describe how the data analyzed in Section III and the community input impact racial equity or racial disparities for the group, neighborhood or sector?

18. b. Who will benefit and/or burdened by this proposal if implemented?

19. c. Based upon analysis from an equity lens, what are potential unintended consequences of this proposal?

Section VI - Accountability, Communication & Evaluation

Ensuring accountability through a communication plan and evaluation of the project being proposed.

20. a. Describe the communication plan (informal and formal messages and communications strategy)

21. b. What is the evaluation plan ensuring performance measures and community needs are met? [sample]

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Google Forms

Appendix 3



TOOLKIT

Racial Equity Toolkit

An Opportunity to Operationalize Equity

LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

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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.

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.

Creating Effective Community Outcomes

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

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

When creating outcomes think about:

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

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

Examples of community outcomes that increase racial equity:

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

Additional Resources:

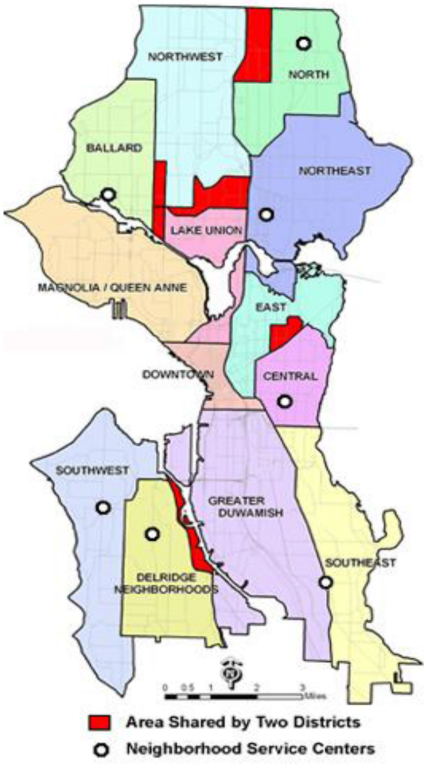
- **RSJI Departmental Work Plan:** http://inweb/rsji/departments.htm
- **Department Performance Expectations:** http://web1.seattle.gov/DPETS/DPETSWEbHome.aspx
- **Mayoral Initiatives:** http://www.seattle.gov/mayor/issues/

4

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)

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)



haas institute
FOR A FAIR AND INCLUSIVE SOCIETY

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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CENTER FOR SOCIAL INCLUSION

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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