

Racial Equity and Social Justice Initiative RESJ Tool: Comprehensive Version



INSTRUCTIONS

Use this tool as early as possible in the development of City policies, plans, programs and budgets.

For issues on a short timeline or with a narrow impact, you may use the RESJ Tool – Fast Track Version.

This analysis should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process.

The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice (RESJ) Initiative: To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

The persistence of deep racial and social inequities and divisions across society is evidence of bias at the individual, institutional and structural levels. These types of bias often work to the benefit of White people and to the detriment of people of color, usually unintentionally or inadvertently.

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The "What, Who, Why, and How" questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Title of policy, plan or proposal:

Transportation Ordinance Revisions - Legistar file ID #46249

Main contact name(s) and contact information for this analysis:

Alder Denise DeMarb, district16@cityofmadison.com; Ann Schroeder (RESJI Core Team, aschroeder@cityofmadison.com)

Names and affiliations of others participating in the analysis:

Lara Mainella (RESJI Core Team), Andrea Sanders (Metro Transit Racial Equity Team), Erin Stenson (RESJI Core Team), Alder Ledell Zellers

1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

Ordinance update of the Department of Transportation and creating the Transportation Policy and Planning Board, and the Transportation Commission (thereby eliminating all other transportation related commissions, committees, and subcommittees, currently contained in the ordinances).

A committee of alders (Transportation Ordinance Review Committee - TORC) met over the course of the year to gather feedback and discuss and recommend changes.

The intention of this racial equity analysis is to rapidly gather additional community feedback and give additional consideration to potential racial equity implications.

b. What factors (including existing policies and structures) associated with this issue might be affecting communities of color and/or low-income populations differently?

1) Existing structure has multiple (7) committees making it difficult for our diverse community members participate in a meaningful way. Proposed ordinance consolidates this to two committees. 2) Previous structure creates silos between modes of transportation in committees as well as between work of transportation related departments. New structure attempts to eliminate silos with modification of committee structure and through filling of Transportation Director. 3) Proposed committee structure includes language requiring attention to racial equity by the Director of Transportation and committee members, including a position on the commission designated specifically for someone who is knowledgeable about racial equity and marginalized communities.

c. What do available data tell you about this issue? (See page 5 for guidance on data resources.)

1) City committees traditionally have more white males on them than representation from other demographics. 2) Transportation systems utilize a Director of Transportation at relatively equal frequency as those without a Director of Transportation. 3) Data reveals a high level of racial and gender diversity in the Transportation field (specifically Bus and Urban Transit), from which to source potential candidates for the Director of Transportation. Between representation of employees listed as African American, Asian, and Hispanics/Latino, the workforce is approximately 50.1% non-white. It is also an industry with almost 40% women. This would lead to a reasonably higher likelihood of being able to attract an affirmative hire. Please see this link: <https://www.bls.gov/cps/cpsaat18.htm>
4) Survey* data available at the time of this analysis reveals high preference amongst community members of simplification of committee/commission structure (85% agree with consolidated committee structure). (Survey explained further in 2 c.)

d. What data are unavailable or missing?

1) Demographics of residents attending/providing feedback at City committee meetings or the impact on diversity of residents attending/providing feedback based on changes to the committee structure. 2) Detailed data on potential applicants for Director of Transportation (demographics of potential applicants currently in leadership positions in a transportation related field). Limited information available is included in C3 above.

e. Which focus area(s) will the policy, plan or proposal primarily impact?

Please add any comments regarding the specific impacts on each area:

- | | |
|--|--|
| <input checked="" type="checkbox"/> Community/Civic Engagement | <input type="checkbox"/> Food Access & Affordability |
| <input type="checkbox"/> Criminal Justice | <input checked="" type="checkbox"/> Government Practices |
| <input type="checkbox"/> Early Childhood | <input type="checkbox"/> Health |
| <input type="checkbox"/> Economic Development | <input type="checkbox"/> Housing |
| <input type="checkbox"/> Education | <input checked="" type="checkbox"/> Planning & Development |
| <input type="checkbox"/> Employment | <input type="checkbox"/> Service Equity |
| <input type="checkbox"/> Environment | <input checked="" type="checkbox"/> Transportation |
| <input type="checkbox"/> Other (please describe) | |

Comments:

The Transportation Ordinance revisions will directly affect the checked areas. However, the resulting committees, staff positions and duties governed by the ordinance will also affect access to education, employment, food, health and housing services and more because transportation access is one of the issues at the root of access to many other services.

2. WHO

- a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal? Who would benefit?

1) City job seekers - Director of Transportation opens up the opportunity for an affirmative hire in the City. 2) Communities of color and low income and marginalized communities would have more intentional representation on City transportation committees and representation of their needs in committees and duties of Director of Transportation. 3) People interested in and impacted by transportation issues would benefit because issues are more focused/easier to follow and participate. 4) Residents benefit by having transportation issues decided in a coordinated way, and with consideration of multiple modes of transportation. 5) City government and residents benefits from reduced time and duplicative procedural process from many committees.

Who would be burdened?

1) People currently on City committees who will be displaced. 2) City employees who may feel burdened by being required to adjust to the new structure or by facilitating the transition. 3) Residents who feel like they no longer have adequate representation on City committees related to transportation.

Are there potential disproportionate impacts on communities of color or low-income communities?

We were not able to identify disproportionate impacts on communities of color for the consolidation of committees nor the hiring of a Director of Transportation. There exists disproportionately low representation on existing City committees/commissions of people of color and those identifying openly as low-income. Consequently, a chief purpose of the racial equity analysis was to be intentional about including voices of people of color and those who identify as low income in this decision, especially as these are the individuals who may be disproportionately impacted by things like bus services changes, bus fare and parking rate changes, etc.

- b. Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged? (See page 6 for guidance on community engagement.)

Public participation efforts:

TORC meetings were open to the public. TORC recommendations were referred to these committees:

Transit & Parking Commission (TPC)
ADA Transit Subcommittee to the TPC (never had quorum but members received updates)
Long Range Transportation Planning Committee
Pedestrian/Bicycle/Motor Vehicle Commission
Contracted Service Oversight Subcommittee
Sustainable Madison Committee

Electronic survey sent out to:

LaSup
Madison Black Professional Network
Madison Public Libraries
City's Neighborhood Associations List
Metro Transit Website and social media outlets
City of Madison Equity Core Team
Equity Coordinator Torianna Pettaway's network

Paper surveys sent to all Madison Public Library branches

Contacted active neighborhood associations with potential upcoming meetings within the time frame. (Meadowood and Eken Park.) Meadowood did not have a meeting in the timeframe, but shared survey on their Nextdoor site, website and Facebook page.

- c. What input have you received from those who would be impacted and how did you gather this information? Specify sources of comments and other input.

Public input was obtained in two ways. Input was received from those who attended TORC meetings and City committee meetings where the proposed ordinance was referred. Public input was also obtained by a survey (electronic, paper and phone responses). Questions and summary of the survey attached.

Comments from people who took the survey. In particular, many of the comments from the survey related to the decision to hire a Director of Transportation indicated that they did not have enough information to make an informed decision either way. While 64% of individuals responding to the survey indicated they agreed with the proposed hiring of a Transportation Director, these results should be considered in light of the concern about a lack of necessary information in decision making.

The feedback received from people who testified at the committee meetings was that a Director of Transportation would provide greater coordination, planning and execution of transportation plans in the City.

3. WHY

- a. What are the root causes or factors creating any racial or social inequities associated with this issue? (Examples: Bias in process; Lack of access or barriers; Lack of inclusive engagement)

Historical bias in process and lack of inclusive engagement have been identified. Lack of access to decision making committees/commissions given structural disparities in things like income and education.

- b. What are potential unintended consequences? What benefits or burdens may result?
(Specifically consider social, economic, health and environmental impacts.)

Potential unintended consequences could be disproportionate impacts on ability to attend reduced meetings by low income and people of color. However, a potential intended consequence of the reduction of committees/commissions may be increased representation by people of color and low income communities due to greater ease of participation. Increased participation in the process could reveal need for additional changes to the transportation system and services.

- c. What identified community needs are being met or ignored in this issue or decision?

With greater access and transparency related to consolidated committee structure and hiring of Director, as well as intentional focus by the Director and commission on low-income and people of color, it is anticipated there would be increased public input into the City's transportation system. The ordinance amendment includes language to specifically appoint people of color and low income and those with knowledge of the needs of marginalized communities to the new Board and Commission. It also requires the new Director "to work to eliminate any disparities that people of color and people of low income experience with respect to the City's transportation policies, programs, services and destinations."

4. WHERE

- a. Are there impacts on geographic areas? (Select all that apply.)

- | | |
|---|--|
| <input checked="" type="checkbox"/> All Madison neighborhoods | <input type="checkbox"/> Park Edge/Park Ridge |
| <input type="checkbox"/> Allied Drive | <input type="checkbox"/> Southside |
| <input type="checkbox"/> Balsam/Russet | <input type="checkbox"/> East Madison (general) |
| <input type="checkbox"/> Brentwood/Northport Corridor | <input type="checkbox"/> North Madison (general) |
| <input type="checkbox"/> Darbo/Worthington | <input type="checkbox"/> West Madison (general) |
| <input type="checkbox"/> Hammersley/Theresa | <input type="checkbox"/> Downtown/Campus |
| <input type="checkbox"/> Leopold/Arbor Hills | <input type="checkbox"/> Dane County (outside Madison) |
| <input type="checkbox"/> Owl Creek | <input type="checkbox"/> Outside Dane County |

Comments:

5. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent unintended negative consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

(A) Recommendations regarding the Director of Transportation and Department:

- 1) Use the Equitable Hiring Tool in the hiring process for the Director of Transportation, including the use of equitable workforce development best practices like balanced panels, structured interviews, and targeted outreach to women and people of color.
- 2) Develop a Racial Equity and Social Justice Learning Plan for the new Transportation Director, once hired.
- 3) Develop a change management plan to ensure an effective transition for City employees to the new structure of the Department of Transportation.

(B) Recommendations regarding Public Participation. We recognize the City has challenges in obtaining robust public participation (including from people of color and different income levels) in all City committees and commission, both with membership on committees and attendance at meetings. The City should explore ways of improving this across the board. This analysis was performed only on the ordinance creating the two new transportation related committees; however, these recommendations could be considered for all city committees and commissions. This recommendation includes seeking direct and specific input from those communities for whom we wish to increase their ability to participate, to learn what would realistically help improve participation.

- 1) Obtain actual, meaningful public input about ways to increase public participation in and attendance at City committees. Find out what would make it easier or more likely for residents to serve on and attend City committees.
- 2) Lack of racial and socioeconomic diversity on committees is an issue experienced by most City committees. The City should investigate the use of incentives to encourage and enable people to serve on all City committees/commission, including the Transportation Policy and Planning Board and the Transportation Commission.
- 3) Develop outreach/educational materials to explain the two new committees that clearly identifies the roles of the bodies, how to apply to serve, how to attend/give feedback and the benefits of attendance.
- 4) Committee members should be trained in concepts of racial equity and social justice.
- 5) The new committees should consider racial equity and social justice in their procedures and decision-making, and use the racial equity analysis tools regularly in decision-making. The committees will be making policy that directly affect users of public transportation; the work of these committees should be infused with racial equity and social justice so that the product of the committees' work will be equitable.

b. Is the proposal or plan:

- Realistic?
- Adequately funded?
- Adequately resourced with personnel?
- Adequately resourced with mechanisms (policy, systems) to ensure successful implementation and enforcement?
- Adequately resourced with provisions to ensure ongoing data collection, public reporting, stakeholder participation and public accountability?

If you answered "no" to any of the above, what resources or actions are needed?

For some of the recommendations above, the answers to the questions of whether they are adequately funded is unknown. For example, developing incentives to increase committee participation could require funding, depending on what is learned when the public is asked how to improve participation or what sort of incentives would be useful. Similarly, it is unknown whether policy mechanisms are already in place to increase public participation, including the development of incentives, or whether this would require creating new policies and procedures.

c. Who is accountable for this decision?

This racial equity analysis and recommendations will be shared with involved staff from the Mayor's office, HR/EDOE and DCR for follow up

d. How will impacts be documented and evaluated? What are the success indicators and progress benchmarks?

This racial equity analysis will be shared with the Director of Transportation. Documentation and evaluation of impacts will necessarily be done/overseen by the Director.

- Increased membership and participation on City committees by people of color and people with low incomes on City committees as well as increased attendance at those meetings, if that data is gathered.
- Regular use of racial equity tools by the transportation committees that result in more equitable policies and services.
- Director hired using Equitable Hiring Tool and principles.

e. How will those impacted by this issue be informed of progress and impacts over time?

The Director of Transportation will be provided with this racial equity analysis and can take measures to evaluate progress and provides updates through regular reporting to City committee structure and other stakeholders..

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
<http://madison.apl.wisc.edu>
- Open Data Portal (City of Madison):
<https://data.cityofmadison.com>
- Madison Measures (City of Madison):
www.cityofmadison.com/finance/documents/madisonmeasures-2013.pdf
- Census reporter (US Census Bureau):
<http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
<http://racetoequity.net>
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
<http://quickfacts.census.gov/qfd/states/55000.html>
- Demographics Services Center (WI Dept of Administration):
www.doa.state.wi.us/section_detail.asp?linkcatid=11&linkid=64&locid=9
- Applied Population Laboratory (UW-Madison):
www.apl.wisc.edu/data.php

Federal

- American FactFinder (US Census):
<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
- 2010 Census Gateway (US Census):
www.census.gov/2010census

CITY OF MADISON RACIAL EQUITY AND SOCIAL JUSTICE COMMUNITY ENGAGEMENT CONTINUUM

Adapted from *Community Engagement Guide: A tool to advance Equity & Social Justice in King County*

The continuum provides details, characteristics and strategies for five levels of community engagement. The continuum shows a range of actions from county-led information sharing that tends to be shorter-term to longer-term community-led activities. The continuum can be used for both simple and complex efforts. As a project develops, the level of community engagement may need to change to meet changing needs and objectives.

The level of engagement will depend on various factors, including program goals, time constraints, level of program and community readiness, and capacity and resources. There is no one right level of engagement, but considering the range of engagement and its implications on your work is a key step in promoting community participation and building community trust. Regardless of the level of engagement, the role of both the City of Madison and community partners as part of the engagement process should always be clearly defined.

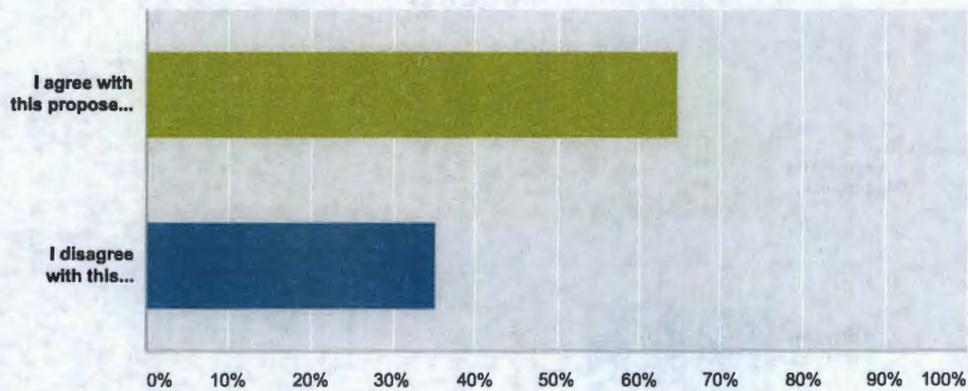
Levels of Engagement				
City Informs City of Madison initiates an effort, coordinates with departments and uses a variety of channels to inform community to take action	City Consults City of Madison gathers information from the community to inform city-led projects	City engages in dialogue City of Madison engages community members to shape city priorities and plans	City and community work together Community and City of Madison share in decision-making to co-create solutions together	Community directs action Community initiates and directs strategy and action with participation and technical assistance from the City of Madison
Characteristics of Engagement				
<ul style="list-style-type: none"> Primarily one-way channel of communication One interaction Term-limited to event Addresses immediate need of City and community 	<ul style="list-style-type: none"> Primarily one-way channel of communication One to multiple interactions Short to medium-term Shapes and informs city projects 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems
Strategies				
Media releases, brochures, pamphlets, outreach to vulnerable populations, ethnic media contacts, translated information, staff outreach to residents, new and social media	Focus groups, interviews, community surveys	Forums, advisory boards, stakeholder involvement, coalitions, policy development and advocacy, including legislative briefings and testimony, workshops, community-wide events	Co-led community meetings, advisory boards, coalitions and partnerships, policy development and advocacy, including legislative briefings and testimony	Community-led planning efforts, community-hosted forums, collaborative partnerships, coalitions, policy development and advocacy, including legislative briefings and testimony

NOTES

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Q1 The proposed changes to the current City of Madison Transportation Ordinance call for hiring a Director of Transportation. Currently, the Transit General Manager and the City Traffic Engineer & Parking Manager report directly to the Mayor. Under the changes, they will report to the Director of Transportation who will have responsibility for the Department of Transportation.

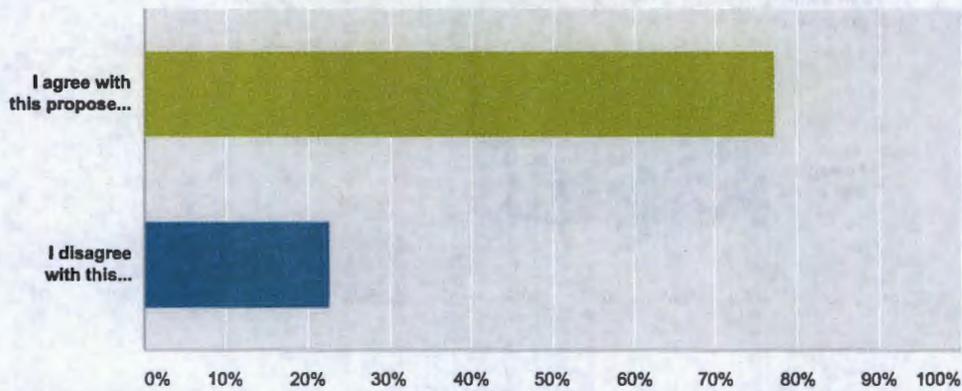
Answered: 136 Skipped: 20



Answer Choices	Responses
I agree with this proposed change.	64.71% 88
I disagree with this proposed change.	35.29% 48
Total	136

Q2 Racial Equity and Social Justice language was added to the proposed changes to the Transportation Ordinance. The Director of Transportation shall "work to eliminate any disparities that people of color and people of low income experience with respect to the city's transportation policies, programs, services, and destinations." In addition, the Director shall provide reports on progress towards equity.

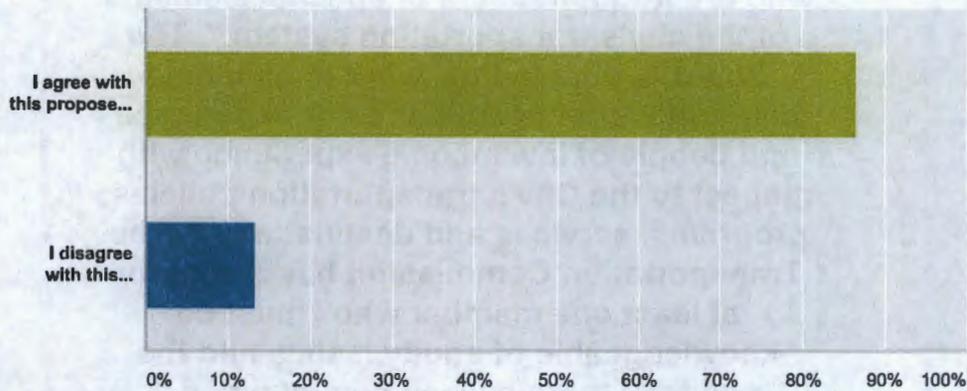
Answered: 154 Skipped: 2



Answer Choices	Responses
I agree with this proposed change to the Transportation Ordinance.	77.27% 119
I disagree with this proposed change to the Transportation Ordinance.	22.73% 35
Total	154

Q3 Currently, there are 7 transportation related committees with a total of 54 members. Under the proposed ordinance changes, the committee structure will be streamlined with 2 committees dealing with all transportation related issues: a Transportation Policy and Planning Board (9 members and 2 alternates), dealing with policy issues and a Transportation Commission (9 members and 2 alternates), dealing with implementation issues.

Answered: 142 Skipped: 14



Answer Choices	Responses	
I agree with this proposed change to the Transportation Ordinance.	86.62%	123
I disagree with this proposed change to the Transportation Ordinance.	13.38%	19
Total		142

Q4 Racial Equity and Social Justice language has been added to the proposed Transportation Ordinance changes. In appointing members of the Transportation Policy and Planning Board, the Mayor is directed to "consider the need to appoint individuals with a multi-element [various modes of transportation] perspective who have knowledge of equity issues and the needs of marginalized communities." The Mayor is directed to consider, "in particular, people of color and people of low income who are frequent users of specific elements of the city's transportation system." The Board is directed to "work to eliminate disparities that people of color experience and people of low income experience with respect to the City's transportation policies, programs, services and destinations." The Transportation Commission has a spot for at least one member who "must be knowledgeable of equity issues and the needs of marginalized communities."

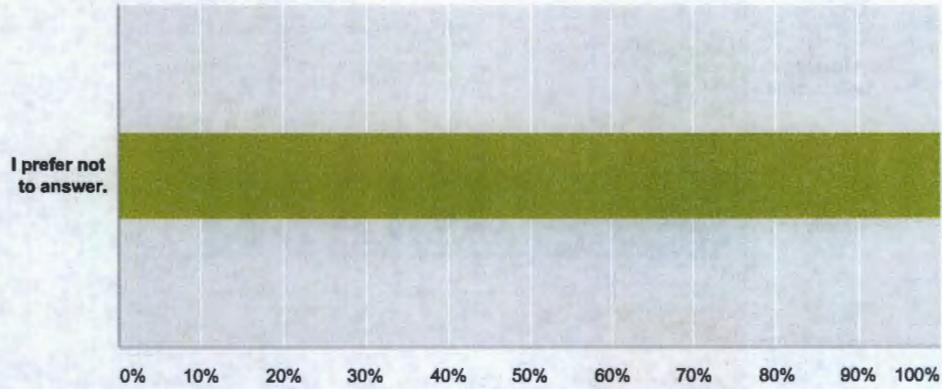
Answered: 155 Skipped: 1



Answer Choices	Responses	
I agree with this proposed change to the Transportation Ordinance.	81.94%	127
I disagree with this proposed change to the Transportation Ordinance.	18.06%	28
Total		155

Q5 Please share your race/ethnicity if you are comfortable doing so.

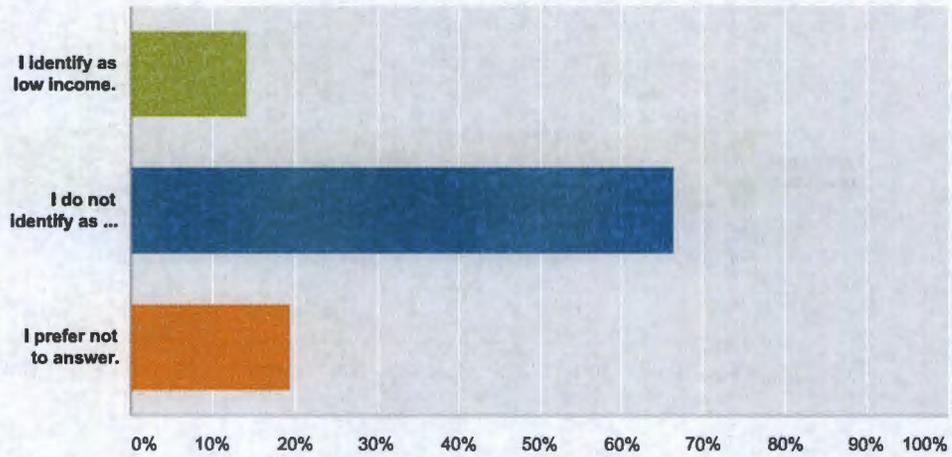
Answered: 48 Skipped: 108



Answer Choices	Responses
I prefer not to answer.	100.00% 48
Total	48

Q6 Please share your income range if you are comfortable doing so.

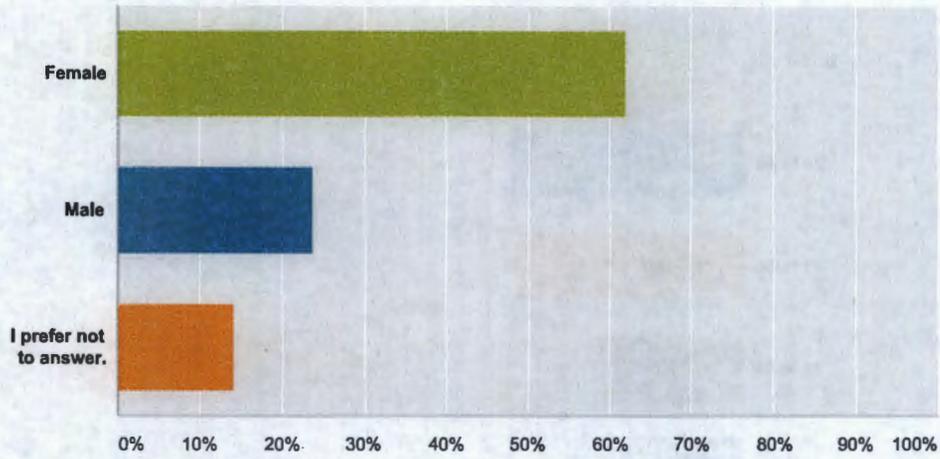
Answered: 149 Skipped: 7



Answer Choices	Responses	
I identify as low income.	14.09%	21
I do not identify as low income.	66.44%	99
I prefer not to answer.	19.46%	29
Total		149

Q7 Please tell us your gender if you are comfortable doing so.

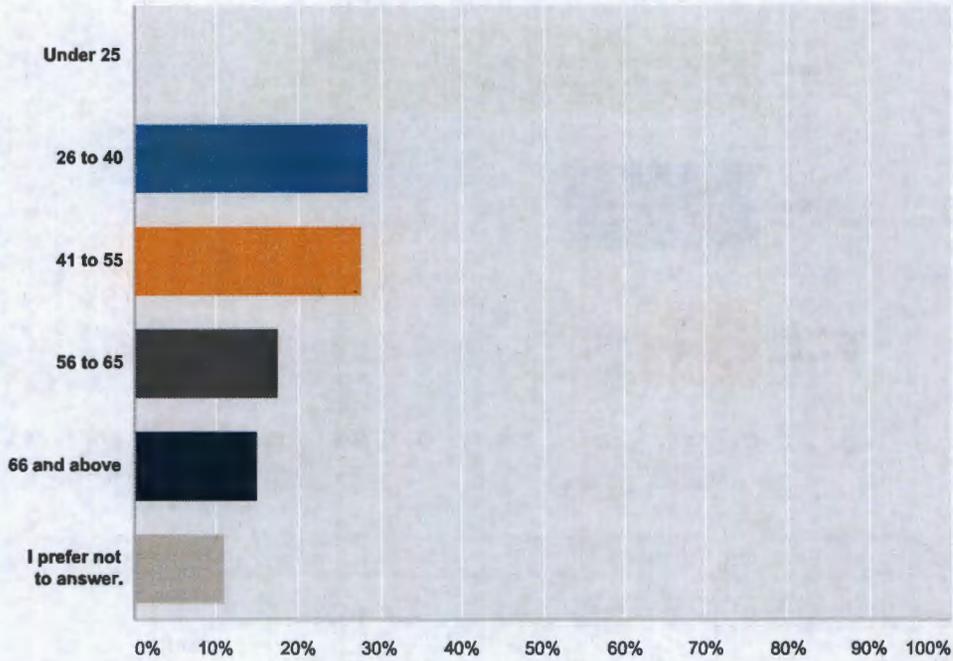
Answered: 126 Skipped: 30



Answer Choices	Responses	
Female	61.90%	78
Male	23.81%	30
I prefer not to answer.	14.29%	18
Total		126

Q8 Please tell us your age if you are comfortable doing so.

Answered: 126 Skipped: 30



Answer Choices	Responses	Count
Under 25	0.00%	0
26 to 40	28.57%	36
41 to 55	27.78%	35
56 to 65	17.46%	22
66 and above	15.08%	19
I prefer not to answer.	11.11%	14
Total		126