A Strategic Vision for the Future:
City of Madison
Racial Equity and Social Justice Initiative

Baseline Report and Initial Recommendations

Prepared by

the City of Madison Racial Equity and Social Justice Core Team
for review by the City of Madison Common Council
and Mayor Paul Soglin

April 2014

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Special thanks to the City of Madison Equity Core Team for their contributions to this report:

Heather Allen, Common Council Legislative Analyst
Harper Donahue, Human Resources
Charlyn Cruz-Nunez, Department of Civil Rights
Thomas Dull, Madison Police Department
Jason Glozier, Department of Civil Rights
Brian Grady, Planning Division
Dana Hanaman, Department of Civil Rights
Janel Heinrich, Public Health Madison & Dane County
Dan Kennelly, Economic Development Division
Eric Knepp, Parks
Paul Kronberger, Information Technology
Sarah Lawton, Madison Public Library
Lara Mainella, City Attorney's Office
Mike Miller, Community Development Division
Laura Noel, Community Services
Lucía Nuñez, Department of Civil Rights
Adriana Peguero, City Attorney's Office
Linette Rhodes, Community Development Division
Kristen Roman, Madison Police Department
Angela Russell, Public Health Madison & Dane County
Nancy Saiz, Community Services
Tariq Saqqaf, Mayor's Office
David Schmiedicke, Finance
Ann Schroeder, Metro Transit
Erin Stenson, Human Resources
Matt Wachter, Community Development Authority
Chris Wagner, Madison Public Library
Brad Wirtz, Human Resources

For more information related to this report or to the City of Madison Racial Equity and Social Justice Initiative, please contact the co-leads:

Jordan Bingham, Public Health Madison & Dane County: jbingham@publichealthmdc.com
Melissa Gombar, Department of Civil Rights: mgombar@cityofmadison.com

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EXECUTIVE SUMMARY

People of color are predicted to represent 50-75% of Dane County's total population growth from 2010 to 2040.[1] By 2040 or soon after, the majority of Dane County's population will be people of color. According to The Madison Metropolitan School District, its enrollment already consists of a majority of students of color,[2] reflecting a wide generation gap in demographics and suggesting that new approaches are needed in order to build a sustainable future for Madison with a focus on equity and inclusion.

Madison enjoys a reputation as one of the best mid-size cities in America, and the City has sought with some success to create an open, inclusive, and responsive local government. However, recent publications, including the Wisconsin Council on Children and Families' *Race to Equity*[3] report, Rev. Alex Gee's *Justified Anger*[4] essay, have shed light on the racial inequities – in some cases, among the worst in the nation – that persist in our community. As part of these conversations, the City of Madison (the City) has an opportunity to examine its policies, operations, and relationships with the community and to find ways to work systematically toward eliminating these unacceptable outcomes.

Several efforts are underway within City government to better serve all of Madison's residents and visitors. In October 2013, the City of Madison Common Council adopted a resolution *Declaring the City of Madison's Intention to Adopt an Equity Impact Model* (Appendix A). In November 2013, Mayor Paul Soglin asked the directors of Public Health Madison & Dane County and the Department of Civil Rights to lead the development of a toolkit "to assure the City of Madison is combating inequity in all of its operations", adding that "we should examine all City policies, programs, and initiatives through equity, fairness, and a social justice lens" (Appendix B). Since early 2013, the Council's Work Group on Demographic Change has endeavored to determine if the City of Madison is meeting the needs of communities of color, immigrants, and low-income families and individuals. Additional equity-related initiatives being implemented by the City are described in the "Bright Spots" section on page 11.

This report was developed on the premise that local government has not only the *ability* but the *responsibility* to proactively seek ways to amend systems that have perpetuated racialized inequities and created barriers to prosperity and well-being for people of color. If we as public servants and policymakers want to see more equitable outcomes and a more sustainable economic future, we must find new and better ways to operate.

The recommendations put forth in this report were developed based on current evidence, best practices of other cities and regions, and were crafted with input from City and community leaders, residents, and stakeholders.

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[1] Rubin, Victor "Diversity and the Case for Equity in Economic Growth and Development," Sustainable Communities Leadership Academy, PolicyLink (March 11, 2014)

[2] "Official Third Friday September 2013-14 Enrollment by Ethnic/Racial Group," Madison Metropolitan School Dist.

[3] "Race To Equity: A Baseline Report on the State of Racial Disparities in Dane County," Wisconsin Council on Children and Families, http://racetoequity.net/

[4] Alex Gee, "Justified anger: Rev. Alex Gee says Madison is failing its African-American Community," The Capital Times (December 18, 2013)

PART 1: INTRODUCTION AND BACKGROUND

A. Baseline Data

The vision of the City of Madison is to be a safe and healthy place to live, learn, work, and play. Madison will be a place where: diversity is valued; freedom of expression is encouraged and protected; everyone has the opportunity to realize his/her full potential; and the beauty of the urban environment and natural environment is preserved. With a population of just over 240,000, Madison has received national recognition as a great place to live. In fact, in August 2013, Madison was named as the eighth happiest and healthiest city in the United States.[5] According to the Capital Times, "What gave Madison such a high happy-healthy quotient was its low crime rates and affordable fresh produce compared to other cities."[6]

However, the assets and benefits of Madison are not equally shared and available to all. In fact, according to the Wisconsin Council on Children and Families' *Race to Equity* report released in fall 2013, large racial disparities and inequities persist in Madison and Dane County.[7] Existing inequities are only exacerbated by the demographic and economic trends of a rapidly growing population of people of color. In the article *Minority Report: America Will Be Defined by These Huge Demographic Shifts*,[8] Kristen Lewis and Sarah Burd-Sharps make the case that the future of cities will depend on how well they prepare themselves for increasingly diverse populations. They argue that cities must find ways to minimize disparities that are "damaging to competitiveness, bad for community stability, and expensive for society as a whole."

> Metropolitan areas will also have to position themselves for demographic shifts and both the opportunities and challenges these shifts will bring; the U.S population is becoming older and more ethnically diverse—sometimes called the "graying" and "browning" of America.
>
> Already, more than half of American children under the age of one are members of minority groups, and white children make up less than half the population of children in 31 major metropolitan areas.
> The best cities to live in 20 years from now will be those that invest in and make room for all the people living there today—because the real wealth of cities is people.[9]

[5] Sarah Mahoney and Susan Coenen, "25 Happiest, Healthiest Cities In America," http://www.prevention.com/mind-body/emotional-health/25-happiest-healthiest-cities-america?s=9
[6] Rob Thomas, "Madison the eighth happiest and healthiest city in America, according to Prevention Magazine" (August 24, 2013)
[7] "Race To Equity," http://racetoequity.net/
[8] Kristen Lewis and Sarah Burd-Sharps, "Minority Report: America Will Be Defined by These Huge Demographic Shifts," Business Insider, http://www.businessinsider.com.au/america-will-be-defined-by-huge-demographic-shifts-2012-6 (June 30, 2012)
[9] Lewis "Minority Report: America Will Be Defined by These Huge Demographic Shifts"

In order to ensure that Madison is a great place where all people have the opportunity to thrive, the city must have a solid understanding and baseline from which to assess its current state and a benchmark to use to monitor progress over time.

As an example, King County Washington has identified 14 determinants of equity that are necessary for residents to "thrive and reach their full potential regardless of race, income or language spoken." The 14 determinants of equity that King County uses are: family wage jobs and job training; affordable, safe, quality housing; early childhood development; quality education; equitable law and justice system; access to affordable, healthy local food; access to health and human services; access to parks and natural resources; access to safe and efficient transportation; community and public safety; economic development; strong vibrant neighborhoods; healthy built and natural environments and equity in county practices.[10]

This section discusses how the City of Madison, using equity as a foundation, can use data and evidence to set priorities, drive funding decisions, improve outcomes and make Madison a great place for everyone to live, learn, work, and play.

Internal Indicators

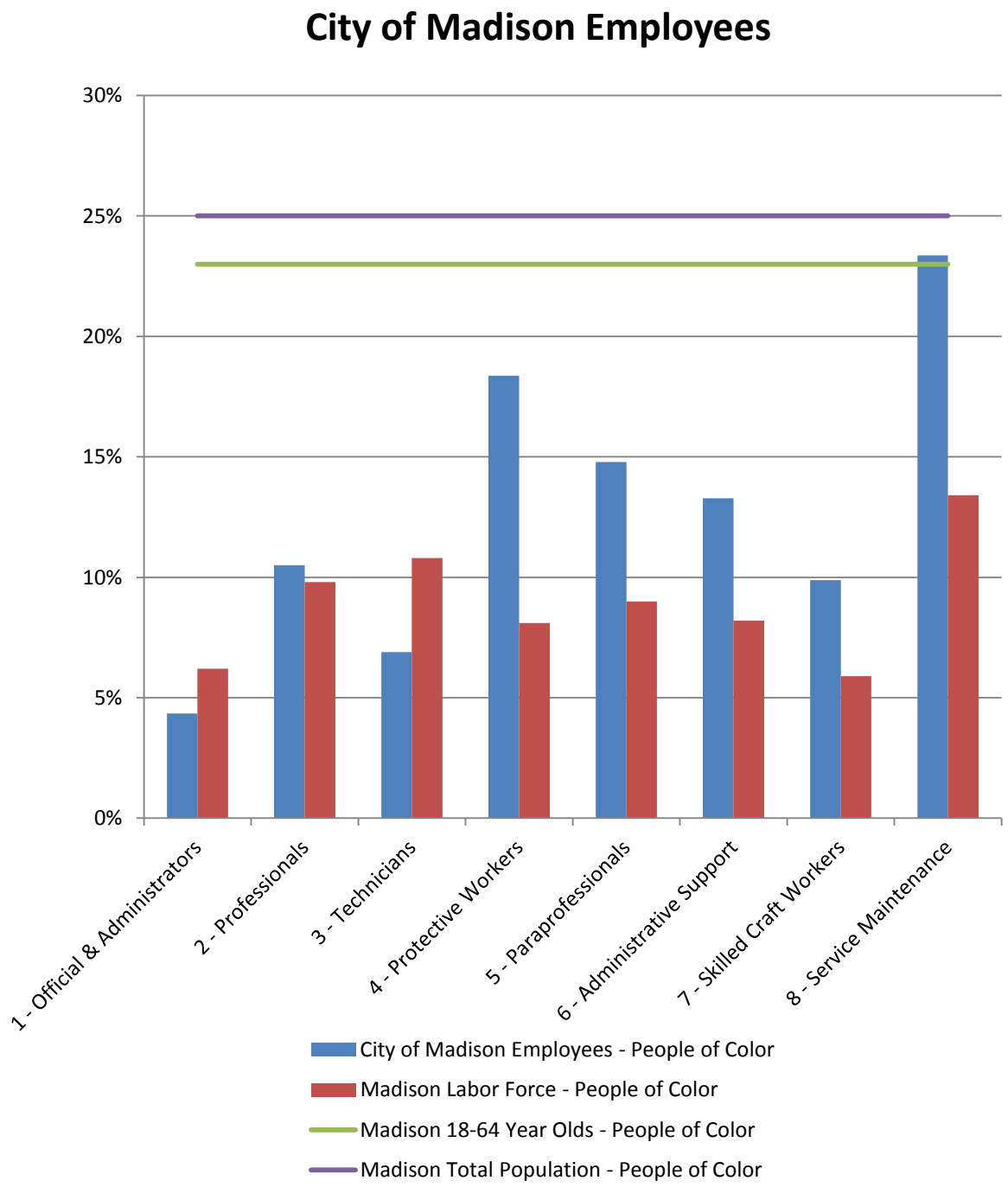
As the composition of Madison's population is changing to include a greater percentage of people of color, the composition of its labor force must also change in order to achieve employment and income equity. Before the City can expect employment and income equity from private businesses, we must ensure that we are making progress with our own employment practices. Measuring progress depends on where the goal is set.

The City sets goals and measures its hiring practices by tracking labor market availability in eight public service job families[11] based on those defined by the Equal Employment Opportunities Commission (EEOC)[12] and tracked by the US Census. These data are demonstrated in Figure 1. In most job families, the City meets or exceeds the general Madison labor market in employing people of color. However, in some job families, including management level positions, the City's existing employee makeup significantly under-represents people of color as compared to Madison's population of working age adults.

This trend may change rapidly now that applicants and new hires of color match the ratio of labor market working age adults. This is crucial because it will take a large influx of new employees of color to shift the composition of the existing 3,000+ employees and to match the future composition of the community.

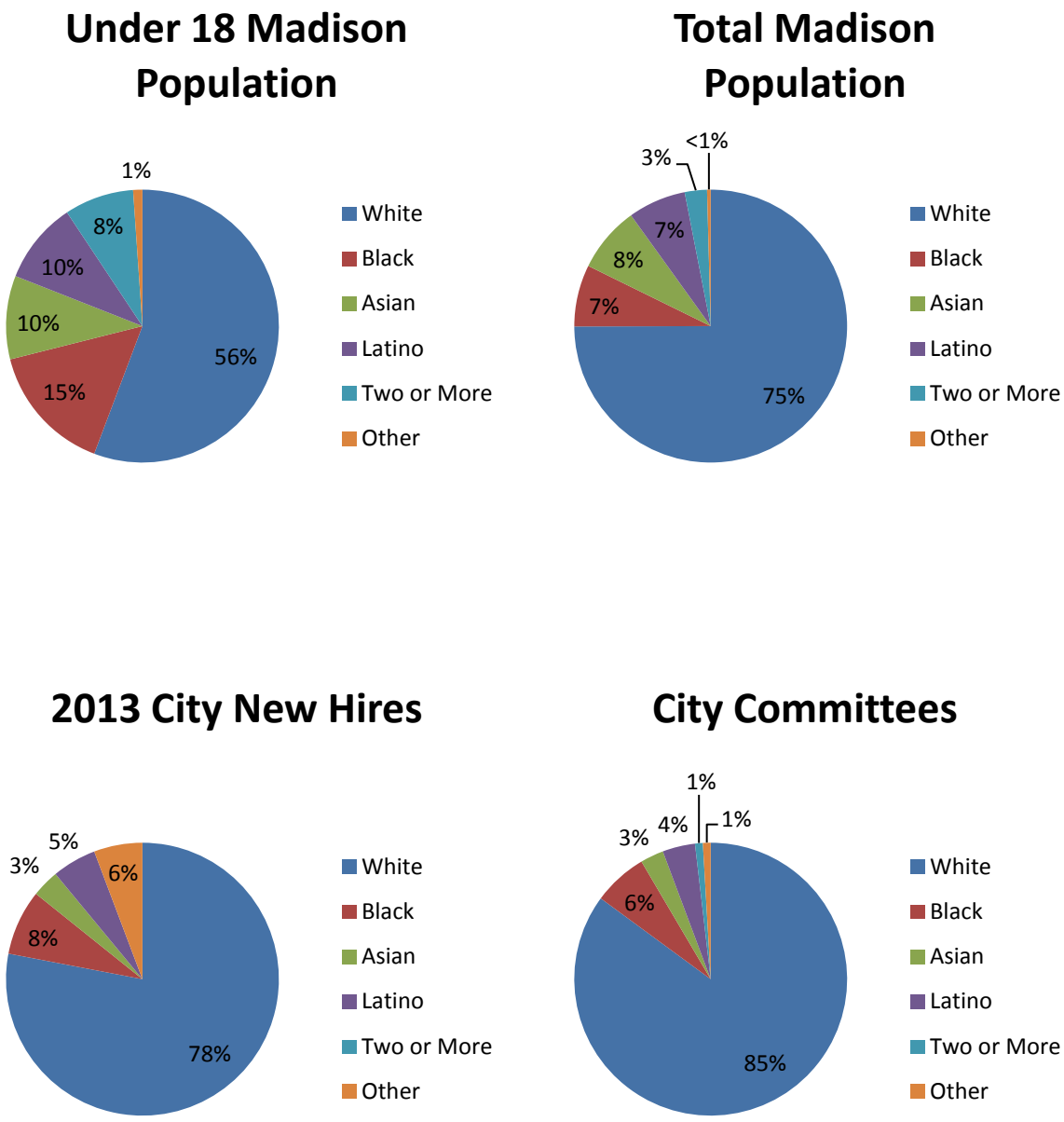
[10] "Equity and Social Justice Annual Report," King County, (August 2012)
[11] "2014 City of Madison Placement Goals," http://www.cityofmadison.com/dcr/documents/PlacementGoals.pdf
[12] "EEOC Form 162, State and Local Government Information (EEO-4) Instruction Booklet," http://www.eeoc.gov/employers/eeo4survey/e4instruct.cfm

Figure 1.


City of Madison Employees
30%
25%
20%
15%
10%
5%
0%
1 - Official & Administrators
2 - Professionals
3 - Technicians
4 - Protective Workers
5 - Paraprofessionals
6 - Administrative Support
7 - Skilled Craft Workers
8 - Service Maintenance
City of Madison Employees - People of Color
Madison Labor Force - People of Color
Madison 18-64 Year Olds - People of Color
Madison Total Population - People of Color

Additional internal data include the demographic composition of the City's Commissions and Committees, which is summarized along with general population and City employment data in Figure 2. The charts below demonstrate that youth are at the forefront of the demographic shifts occurring in Madison and that new strategies are needed to attract people of color into City government.

Figure 2.

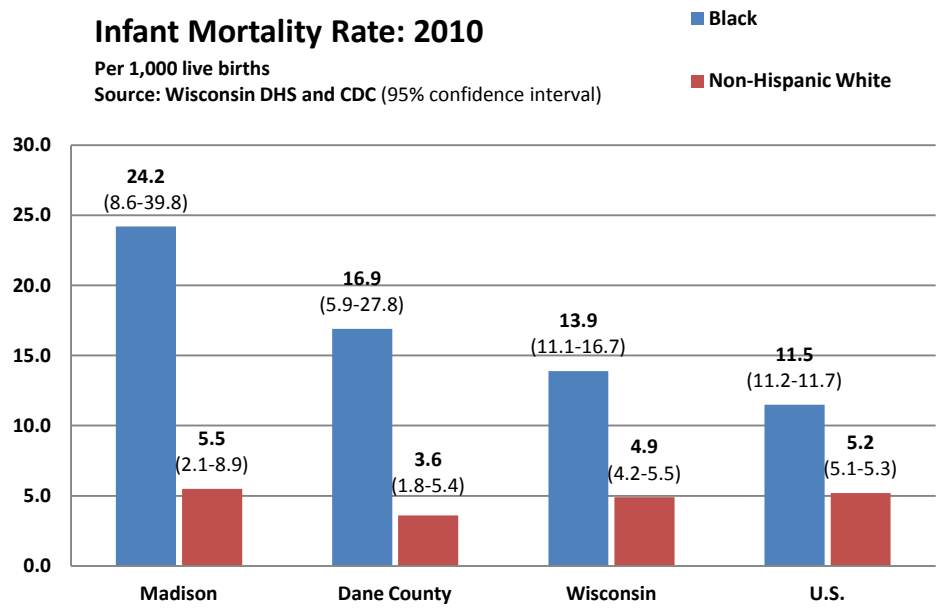


External Indicators

Racial inequities in and around Madison are increasingly well documented. The Wisconsin Council on Children and Families' *Race to Equity* report focused on the inequities in Dane County.[13] A recently published report by the Annie E. Casey Foundation, *Race for Results*[14], found that Wisconsin has the greatest racial disparity of any state in the nation using an index of twelve indicators for child wellbeing and access to opportunity. Through these reports, it is clear that the pattern of inequity continues at our local level.

Figures 4, 5 and 6 below provide a sample of the disparities between two populations, Black and non-Hispanic White, at four geographies: the City of Madison, Dane County, Wisconsin and the United States. Indicators for additional aspects of life reveal comparable gaps.

Figure 4.



[13] "Race To Equity," http://racetoequity.net/

[14] "Race for Results"
http://www.aecf.org/~/media/Pubs/Initiatives/KIDS%20COUNT/R/RaceforResults/RaceforResults.pdf

Figure 5.

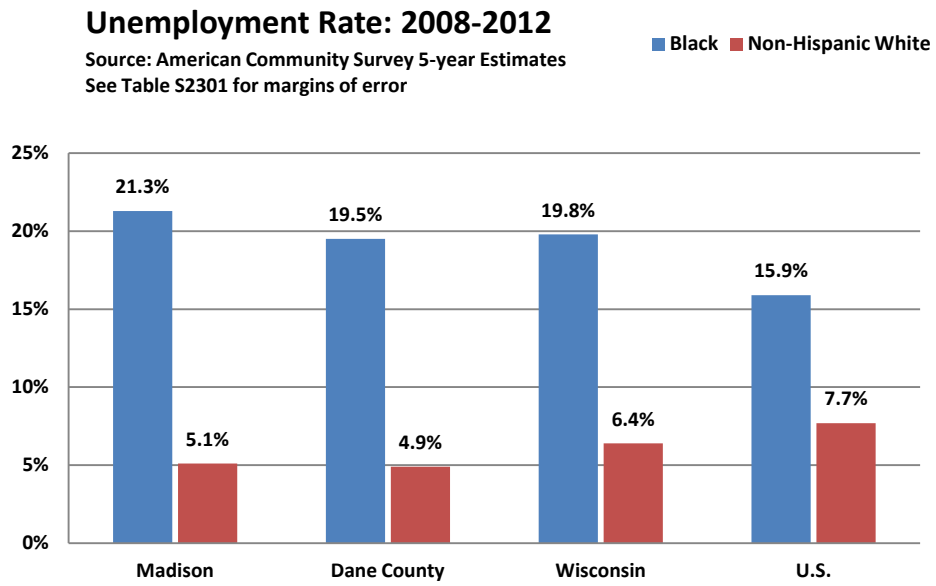
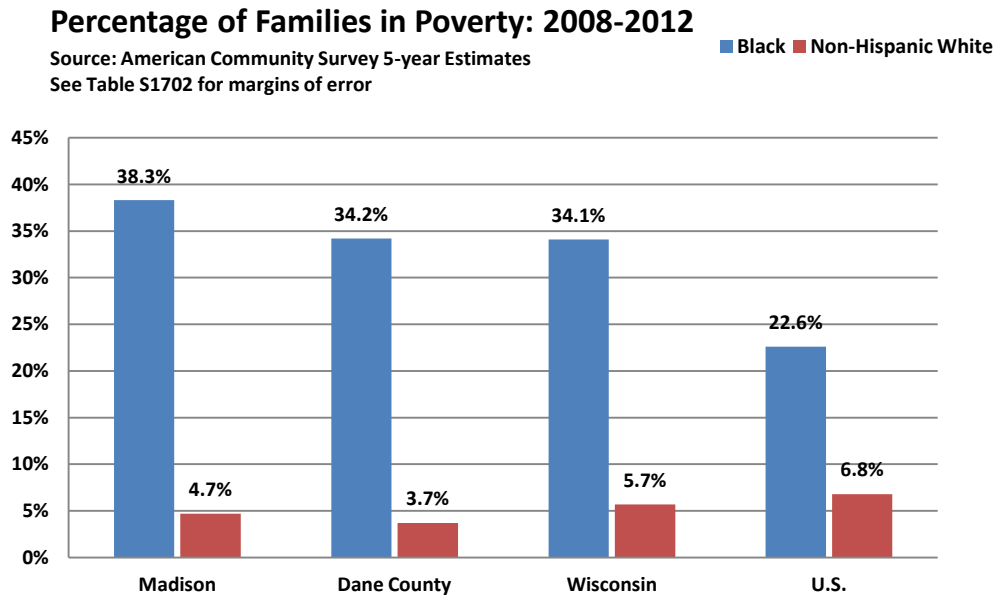


Figure 6.



B. Bright Spots

The City has undertaken several distinct initiatives to expand opportunities for underserved populations. A few examples include:

AASPIRE Internship Program

Affirmative Action Student Professionals In Residence (AASPIRE) Internships partner college level students or individuals who have experienced long-term underemployment or underemployment with City departments over the summer months. Several AASPIRE interns have gone on to permanent City of Madison employment. AAPSIRE internships are designed to foster professional development and expand city diversity and create a talented pool of future City employees.

High School Internships

The Madison Municipal Government Youth Internship program has been developed to provide high school age youth who face barriers to employment with on the job experience, exposure to the world of work, and career awareness through placement in a City Department with direct support from a non-profit intermediary. Sixteen City departments, divisions, and offices will host approximately 20 high school age interns in the summer of 2014. Each of the placements will be matched with a City employee who will serve as the intern's supervisor/mentor, who will also work with the non-profit intermediary to develop a job description and coordinate work and educational experiences. The MMGYI will be evaluated from both the youth and the City perspective.

Human Resources: Seasonal Hiring

In an effort to hire a more diverse group of seasonal public works employees, the Human Resources Department updated the minimum job requirements for these positions. For example, Human Resources found that having the minimum requirement of a few months heavy manual labor had the adverse impact of deterring female candidates from applying, so that requirement was removed. On January 14, 2014, the City partnered with the Urban League's Employment Seminar series and held an informational session at the Urban League. All participants that attended this session and filled out a job application were guaranteed an interview. The result of this effort is a new and more demographically diverse applicant pool for seasonal employment. Since seasonal employment is often the beginning of a long-term City career, it is important to have a diverse group of seasonal workers.

TIF Loan Underwriting Policy

A City TIF Policy Committee, consisting of members of Common Council and Economic Development staff, developed a new TIF loan underwriting policy, which was adopted on February 24, 2014. The new policy includes underwriting guidelines for affordable housing projects, developments creating or retaining living wage jobs, and development or redevelopment in areas determined to be blighted.

Public Works Disparity Study

The Department of Civil Rights is contracting with Keen Independent Research, LLC to conduct a disparity study of City public works contracts. The study will assess and evaluate participation in public works contracts to determine if discrimination has occurred against women, disadvantaged and/or minority-owned businesses in relation to their availability to work on public works contracts. The disparity study will also analyze pathways to entry into construction and public works trades through available local educational and training opportunities.

Neighborhood Resource Teams

Neighborhood Resource Teams (NRTs) are an example of equity in city operations. The NRT model recognizes that some Madison neighborhoods experience unique challenges and require more focused partnerships and resource allocation. The City of Madison has dedicated staff time and resources to nine specific neighborhoods to facilitate focused coordination and resource deployment. The mission of NRTs is "To encourage and enhance communication, coordination, and relationship-building among City staff, City departments, neighborhood residents, and other stakeholders to promote equity and improve the quality of life for all residents of Madison's neighborhoods."

MAC and WIC

Multicultural Affairs Committee (MAC) and the Women's Initiatives Committee (WIC) serve as affinity groups for people of color and women that work for the City of Madison. These groups focus on employment, environment, culture, and work with City leadership to actively engage disenfranchised employees to have a voice and make a positive impact in City employment. The ideas and agendas put forward by these committees have fostered conditions in which people of color and women can flourish.

These and other proactive efforts set the stage for the necessary next steps: a coordinated, consistent, City-wide movement to place racial equity and social justice at the center of all City functions.

C. Lessons Learned from Other Cities and Regions

The concept of an explicit and central focus on racial equity and social justice in local government is still somewhat new. However, a few municipalities throughout the nation are taking this approach. While having the opportunity to take a pioneering role as a national leader in local governing for equity, the City of Madison also can learn from the successes, challenges, and lessons learned in other cities and counties.

Seattle, WA

The City of Seattle's Race and Social Justice Initiative (RSJI)[15] is a citywide effort to end institutionalized racism and race-based disparities in City government. The long term goal is to

[15] "Seattle Race and Social Justice Initiative," www.seattle.gov/rsji

change the underlying system that creates race-based disparities in the community and to achieve racial equity. Some of the RSJI's accomplishments include:

- Creation of a Race and Social Justice Community Roundtable, including members from community organizations and public institutions.
- Seattle has doubled its contracts with women and minority-owned businesses in non-construction goods and services.
- To update neighborhood plans, City of Seattle staff dramatically expanded engagement with historically underrepresented communities. Hundreds of residents who had never attended a public meeting helped write new development plans for their communities.
- Seattle Neighborhood Matching Fund has awarded over $1 million in grants to community efforts that address race and social justice at the neighborhood level.
- Nearly all City of Seattle staff have received training on ending institutional racism. Departments are using a Racial Equity Toolkit to conduct comprehensive reviews of their programs, policies and budgets, resulting in hundreds of changes to increase racial equity.

Multnomah County, OR

Multnomah County's Office of Diversity and Equity[16] works to ensure access, equity and inclusion in County services, policies, practices and procedures. Recent accomplishments include:

- Creation of the Equity and Empowerment Lens, a transformative quality improvement tool used to improve planning, decision-making and resource allocation.
- An executive learning series with management from 25 County departments, focusing on the application of concepts and skills surrounding the core values of sustainability, diversity, equity, and leading for change.
- Development of a College to County Mentorship Program, creating connections to future employment opportunities for students of color.
- Partnership with local community-based organizations in the development and pursuit of a racial equity policy agenda, along with a publicly-available data and mapping site: the Regional Equity Atlas.[17]

Minneapolis & St. Paul, MN

In 2012, the City of Minneapolis passed a resolution laying out goals to create a more equitable and inclusive workforce. Provisions of the resolution included incorporating racial equity into all City policies and practices, the use of a racial equity assessment toolkit for employment and procurement, and support for all Minneapolis employers to hire, retain, and promote employees of color. Minneapolis has also developed a racial equity guide for City boards and commissions.

The City of St. Paul has created a City Equity Leadership Team and has partnered with its public school district and Ramsey County to develop a shared approach to building racial equity into their work. Recent accomplishments from those collaborations include: cross-departmental

[16] "Multnomah County's Office of Diversity and Equity," http://web.multco.us/diversity-equity
[17] "Regional Equity Atlas," https://clfuture.org/equity-atlas

training for library, police, parks, and school staff; an Emerging Leaders program for employees of color; and a Youth Voices initiative to engage young people in telling their own stories.[18]

Louisville, KY

Louisville's Center for Health Equity[19] offers a model approach to improving the public's health and well-being by addressing the root causes of health and social inequities. Some of the Center's efforts have included a Cultural Logic Study to assess local attitudes and media coverage regarding race and health outcomes, and the development of a Healing Futures Fellowship which places high school students from challenged neighborhoods in leadership roles as local health ambassadors. The Center for Health Equity's focus on the social determinants of health and equity has contributed to a public focus on the need to work toward a set of shared outcomes. Along these lines, the City of Louisville now uses LouieStat[20], a performance tracking system that supports data-driven decision making and helps align City services with larger goals.

Common Themes and Best Practices

Our review of other local governments' programs revealed the following common features that were essential for success and sustainability:

High-level support: In nearly all cases, top elected officials and appointed leadership provide visible and vocal support for an equity focus in local government.

Long-term commitment: Institutional racism and other biases are the product of hundreds of years of systemic oppression and unfair policy and will not be undone in a short time. While a sense of urgency and political will are important, and while early wins are certainly possible, the work of undoing institutional racism may last throughout and beyond our lifetimes.

Strategic and systematic use of tools: Tools, such as racial equity impact assessments, are used to minimize unanticipated adverse consequences in a variety of contexts, including the analysis of proposed policies, institutional practices, programs, plans and budgetary decisions. There is widespread agreement that the use of tools can increase objectivity and elevate focus on racial equity in planning and decision making.

Capacity building of staff and community: Changing the way we do business requires an updated mindset and skill set. Cities and regions taking on the work of racial equity have invested time and resources into providing staff, policymakers and community partners with the time and opportunity to engage in discussions, training, and planning that fosters a connection with the unique work of each department, staff person, and leader.

[18] Presentation: Regional Equity Alliance, Portland, Oregon, (March 24, 2014)
[19] "Louisville Center for Health Equity," http://www.louisvilleky.gov/Health/equity/
[20] "LouieStat," http://louiestat.louisvilleky.gov/

Accountability and transparency via data and regular reporting: It is not enough to engage in racial equity work without a commitment to show progress and results. Using a variety of products including maps, publicly-available data, community-based research, and departmental reporting, cities and regions are telling the story of what the community is currently experiencing, connecting to long-term goals, and demonstrating progress along the way.

Collaboration and alignment with other efforts: Racial equity will not be achieved through local government alone. Successful efforts recognize and support the vast experience, expertise and passion within community organizations, schools, resident groups and other organizations. Particular attention should be paid to removing barriers to leadership experienced by people and communities of color.

PART 2: CITY OF MADISON RACIAL EQUITY AND SOCIAL JUSTICE INITIATIVE

A. City Racial Equity & Social Justice Core Team

The Equity Impact Resolution passed adopted in October 2013 (Appendix A) called for the establishment of an interdepartmental workgroup to accomplish the following:

- Research equity initiatives and policies from other cities and regions
- Explore the use of equity impact assessment tools for use in policy and project decisions
- Report on progress to Common Council and the Mayor's Office by April 2014

The current City RESJ Core Team includes 30 City employees representing 16 departments, and is currently co-led by staff from Public Health and the Department of Civil Rights. The team includes four sub-groups working in the following areas: Community Engagement, Data, Tools, and Training. The full team meets monthly, with workgroups meeting as needed to accomplish their respective goals.

Early accomplishments by the Core Team include:

- Development of a mission, vision, and strategic plan
- Identification of key data indicators to measure progress over time
- Emerging recommendations for better coordination, use, and sharing of data amongst City departments and other groups
- Development of a preliminary training plan for City staff, elected officials and community partners
- Creation of an Equity Impact Assessment tool
- Identification of three major focus areas and preliminary recommendations

B. Pilot Projects

Clerk's Office: Two-Year Work Plan

In November and December 2013, the City Clerk's Office participated in a series of training and planning sessions with RESJ Core Team leaders. As a result, the Clerk's Office updated its mission and core values and developed a two-year work plan with equity as a guiding principle. Among its goals are creating and supporting opportunities for increased voting rates among communities of color, ensuring all customers have access to materials in their first language, and conducting ongoing equity training with all staff. RESJ leaders will work with the Clerk's Office to understand the successes and challenges of this new approach and to evaluate progress toward desired equity outcomes.

Streets Division: Large Item Trash Pickup Analysis

In March 2014, a City Alderperson requested an equity analysis be conducted to better understand and address community concerns about large item trash pickup. In recent years, the City decreased large item pickup from weekly to semi-monthly as a budget reduction measure. Some residents have since contacted City officials about items remaining outside for long periods of time, especially in neighborhoods with higher proportions of rental properties. Affiliated concerns are related to perceptions of safety, potential property value declines, and diminished neighborhood pride and cohesion. The Equity Core Team has worked with the Streets Division and a small group of residents to conduct an equity impact analysis on this issue. This process will result in a report describing the current issue, available data, description of the populations who stand to benefit or experience undue burdens, and, ultimately, a set of recommendations to resolve or mitigate the situation with budget constraints in mind.

C. Equity Impact Assessment Tool

As we learned from our review of other cities' programs, the consistent use of a tool across all city functions is one of the best ways to incorporate racial and social equity considerations into government decision-making. The Antiracist Alliance, a national collective of human service practitioners and educators working toward racial equity, offers the following statement:

> **Why measure equity impact?**
> Equity and fairness in policymaking is no accident. Legislative bodies must play an active role in ensuring that both their intent and impact are consistent with a jurisdiction's expressed values. By measuring equity impact, a legislative body can assess whether laws and rulemaking advance a shared agenda of fairness; spread the burden of regulation fairly; and help address historic patterns of institutional bias and discrimination.[21]

The RESJ Core Team is developing an Equity Impact Assessment Tool and initial recommendations for its use (Recommendations section 2b, page 18). The tool will guide users through a series of questions to help identify the benefits, burdens, and unintended impacts of

[21] "Anti-racist Alliance," http://www.antiracistalliance.com/

various decisions. Throughout the development of the tool, input has been gathered from City staff and community partners to ensure that it asks the right questions and is user-friendly enough to be efficiently used with minimal training. The tool will be vetted through a number of pilot projects in 2014 and 2015, with adjustments being made as needed, before scaling up to its full intended use.

D. Community Engagement

One of the guiding principles of the RESJ Initiative is authentic, ongoing public engagement and participation. The long-term success of the City's racial equity and social justice efforts will be determined largely by the extent to which those efforts are informed by those most affected by inequities, specifically communities of color and low-income populations. Continued efforts to build and maintain trust and to not only listen but respond to community needs and desires are of central importance. The development of the RESJ Initiative thus far has been and will continue to be community-informed through new and expanding efforts to foster participation.

Community Forums

The RESJ Initiative has hosted two large community forums to date. The first, on October 3, 2013, was facilitated by Sonali S. Balajee, Senior Policy Advisor from the Multnomah County Office of Equity and Diversity.

The second, on February 3, 2014, was facilitated by Julie Nelson and Glenn Harris of the City of Seattle's Race and Social Justice Initiative, who also facilitated a community asset map to better understand the wide array of equity-related efforts currently underway in Madison.

Both events were attended by well over 100 participants representing a variety of community organizations and City departments, as well as elected officials. Both events were conducted as learning and sharing opportunities and evaluations showed that participants took away concrete ideas for tools, policies and inclusive engagement strategies to carry forward Madison's equity work. Notably, the discussion at the second forum reflected the significant progress made since the inception of the RESJ Initiative, as Core Team leaders presented the emerging focus areas for the City and gathered feedback on next steps. The great majority of participants in the second forum indicated support for the City's focus on equity as well as a desire to continue to stay informed and involved.

Focus Groups

Three focus groups have been facilitated by Core Team members in 2014 to discuss the RESJ Initiative and receive community feedback. The focus areas of each discussion were as follows:

January 30: Introduction to the RESJ Initiative, input gathering and prioritization
March 6: Overview, discussion, and suggestions on preliminary RESJ recommendations
April 3: Overview, discussion, and suggestions on RESJ Toolkit

Each group was attended by residents representing a variety of Madison neighborhoods and organizations. Focus group participants have indicated a great deal of interest in the RESJ Initiative and, while many shared a sense of skepticism due to the vast inequities in our community, they are also hopeful and willing to continue their involvement with the City's efforts. The Core Team plans to continue to seek community input at all stages and expand these early engagement efforts to maintain accountability to the community.

PART 3: RESJ INITIATIVE FRAMEWORK AND RECOMMENDATIONS FOR IMPLEMENTATION

A. RESJ Framework

While there is widespread consensus that the City has a critical role as both a leader and collaborator in our community's renewed push toward racial equity, there are currently no clear citywide directives for how to do so. Specifically, the City does not have a process to explicitly build racial equity or social justice considerations into operational, policy, or budget decisions or in its relationships with the community. The following recommendations are intended to provide clear and actionable strategies that can be initiated right away and sustained over time:

Racial Equity and Social Justice Overarching Goals:
1. Equity in City Operations
2. Equity in City Policies and Budgets
3. Equity in the Community

Mission: Establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Vision:

- Living wage jobs, safe neighborhoods, high-quality education, a healthy, sustainable natural environment, efficient public transit, parks and green spaces, affordable and safe housing and healthy food are afforded to all;
- The benefits of growth and change are equitably shared across our communities;
- All people have opportunities for fair and just inclusion in public processes and decisions; and
- One's future is not limited by race, ethnicity, gender, sexual orientation, disability, age, income, place of birth, place of residence or other group status.

Guiding Principles:

- Public engagement and participation
- Accountability through data and reporting
- Transparency through ongoing communications

B. Recommendations

Timeline and Next Steps

The proposed initial implementation of the RESJ Initiative will take place over two to three years, with all efforts projected to be at full scale within five years. Appendix C depicts a proposed timeline for the major activities related to the RESJ Initiative.

The following actions are suggested to begin right away:

NEXT STEPS:

A. Expand RESJ Core Team to include representation from all City departments.
B. Begin training and capacity building at all levels (City staff, elected officials, community partners) per Core Team training plan.
C. Continue to pilot and evaluate the use of the RESJ Toolkit on policy, program, and budget decisions.
D. Support a Data Project Coordinator position in 2015 City Operating Budget.

Goal 1. Equity in City Operations

RESJ Core Team will work with the Mayor's Office, City Department and Division Heads, and the Engagement and Equity Team, starting immediately, to develop an implementation plan for Goal 1 recommendations.

1a. Conduct ongoing equity training and capacity building

- Train staff, city leaders, and community partners
- Assure training of management, staff, and change teams occurs prior to implementation of work planning and use of equity tools
- Include equity training for all new employees and elected officials
- Provide the same training to agencies receiving City funding as provided to City staff
- Pilot equity impact tool in some departments

1b. Increase equity in personnel practices City-wide

- Increase diversity in hiring and promotion
- Analyze minimum requirements for all position descriptions
- Infuse equity principles into position descriptions and interview questions
- Build staff capacity by providing ongoing city-wide training opportunities and aligning with Human Resource's Employee Engagement and Equity Initiative
- Support leadership development through employee affinity groups like the Multicultural Affairs Committee (MAC) and the Women's Initiatives Committee (WIC)

1c. Develop departmental "Change Teams" and ensure that each department is represented on the Equity Core Team

- Include people from different levels of seniority and job family
- Train and build capacity of Change Team members on equity principles
- Change Teams will lead an initial department-level assessment
- Change Teams will lead the development of annual work plans, including equity goals, connecting with key indicators

1d. Develop and annually update departmental work plans

- Include equity goals and connect with key indicators and performance-based budget areas as appropriate
- Promote and expand current equity-related work
- Infuse equity principles into hiring and staffing procedures
- Update and report annually

1e. Develop equity guidelines for City spending and distribution of resources

- Ensure purchasing decisions are in alignment with City equity goals
- Ensure contractors come into alignment with City equity goals with regard to employment, infrastructure, programs and services
- Encourage grantees to come into alignment with City equity goals with regard to employment, infrastructure, programs and services

Goal 2. Equity in City Policies and Budgets

2a. Improve coordination of data to inform policies and programs

- Hire a City of Madison Data Project Coordinator
- Use data to inform City programs, policy, and spending related to equity goals
- Improve utilization of data toward transparency and accountability in City business as it relates to equity goals

2b. Develop strategic and result oriented resource allocation system with goals tied to equity indicators

- Continue expanding the organizational effectiveness measures project toward a results-based budgeting model
- Tie budgeting to key indicators selected using community input
- Tie resource allocation to equity goals and desired results
- Track and report on results annually
- Pilot with smaller projects before taking fully to scale
- Identify key areas for inter-departmental collaboration

2c. Conduct Equity Impact Analysis to inform policy and development decisions

- Pilot, evaluate, and update the draft RESJ Equity Impact Assessment tool
- Begin using the RESJ Equity Impact Assessment Tool for decisions involving:

i) Initiation of major public works projects
ii) Tax Incremental Financing processes
iii) Initiation or revision of any major City plans or codes (transportation plan, neighborhood plans, zoning code, affirmative action plans)
iv) Initiation or revision of any major financial resource allocation processes (Community Development Division resource allocation plans, neighborhood planning grants, etc.)
v) Contracts over $100,000
vi) As requested and deemed appropriate by the Mayor's Office, Common Council or Department Head(s)

2d. Increase involvement of communities of color in planning and policy processes

- Develop recruitment and retention plan for people of color on City committees, commissions and boards
- Build long-term relationships and civic engagement with youth, especially youth of color modeled on Authentic Youth Civic Engagement from other cities
- Align recruitment and retention goals with City demographics

Goal 3. Equity in the Community

3a. Reframe the way City officials and staff discuss race in local media

- Develop and distribute core messages
- Provide communication training for all elected officials and department & division heads
- Communicate about demographic changes as assets
- Promote positive aspects of all Madison neighborhoods and cultures
- Focus on root causes of inequities as opposed to individual factors

3b. Maximize strategies to increase community participation in City government

- Introduce a community liaison model to increase participation in City decision making
- Create a community roundtable to increase community connection and involvement with the creation of City policies and programs
- Continue the work of Neighborhood Resource Teams to engage with the community and to respond to identified issues
- Hold more City meetings in community venues
- Explore creative ways for residents to provide input other than attending City meetings
- Consider budgeting for community engagement with stipends for volunteer commissioners and hiring community outreach and engagement liaisons

3c. Partner with the community to promote racial equity and social justice

- Encourage and support equitable hiring in the community through partnerships with non-profits, private business, and other entities
- Support and align with other racial equity and social justice efforts

C. Accountability: Measuring and Reporting Progress

In order to have the most meaningful impact on racial equity and social justice, the Equity Core Team and the City of Madison need to improve coordination of data development associated with equity to inform policies and programs. There is a need for a comprehensive system to collect, consolidate, monitor, analyze, and communicate about data.

The City of Madison currently collects, uses, and reports on a wide variety of data and it also depends on data from other sources. As noted earlier in this report, accountability, transparency, and regular reporting are necessary to demonstrate progress and results. With improved data coordination and management we will be able to better understand and report on inequities and measure our progress.

In order for the Equity Core Team to better understand the breadth and depth of the City's equity challenge, we must first have the data to answer questions about the state of equity disparities in the City. For example:

- Does a Madison child's race or ethnicity correlate with access to a library within walking distance of their home?

- Does Madison's transit service provide sufficient access between neighborhoods with concentrated unemployment and areas with available jobs?

- Is race or income a factor in whether Madison residents have relative equal access to city parks, bike trails, food outlets, and open spaces?

These questions can be answered with data available to local government or partners. However, the City currently lacks a consistent approach to access, analyze, and apply data across City departments. Moreover, some data and information tools are not maximally utilized or are replicated unnecessarily, despite a growing interest in the data that underlie civic decision making. A broad effort to disrupt existing silos will be needed in order to effectively build the type of data infrastructure needed to show progress toward the City's desired outcomes.

Framework for Monitoring and Reporting

Goals: Clearly define the goals of a City of Madison Data Initiative. These goals could include the following: (a) using equity as a foundation, use data to ensure that the City is meeting it's desired equity progress; (b) use data to guide and decision making (policy, funding, and operations) within the City; (c) use data to monitor and improve service delivery provided by the City; and (d) use data as a communication tool by providing transparency to City residents about how the city does its business.

Measures: Using the goals of the City of Madison Data Initiative as a guide, determine the specific measures that the City would like to monitor over time and determine the top metrics for each department that should be monitored over time. The metrics should include input, output and outcome measurements. The measures that are identified should be used to inform decision making.

Infrastructure: Create organizational structure to make data meaningful, consistent, and effective. Hire a full-time Data Project Coordinator to lead this initiative. This individual should have clear direction, authority, and accountability. Additional key components of infrastructure should include a city data team.

Reporting: Establish a communication strategy and regular reporting process to communicate the changes in various measures of racial equity and social justice.

Creating a Data Driven Culture: Establish data, especially equity measures, as key foundation of city of Madison's policies, practice, and operations. Leaders and managers at all levels should use data in planning, measuring results, budgeting, and operating programs.

Current Activity: Inventory all data collection and data initiatives currently performed by the City.

Models and Resources

Several models for monitoring progress on the RESJ initiative have been highlighted in this report, including Portland's Regional Equity Atlas[22] and Louisville's LouieStat.[23] Other models include:

> *CitiStat*: In 1999, the Mayor of Baltimore, Martin O'Malley, implemented a data-tracking and management tool called CitiStat. Initially, Mayor O'Malley used this to monitor overtime and sick time in Baltimore as a way to crack down on chronic absenteeism – within the first year of implementation the city saved $13.2 million - $6 million in overtime pay alone. Overtime, Baltimore expanded its data tracking and monitoring system to other city services. They now use their data in budget and policy planning for service services and activities. This model has been replicated in several other jurisdictions throughout the United States.[24]
>
> *ROSA:* The City of Seattle has created ROSA (RSJI Outcomes, Strategies, and Actions), a searchable database of the City's work on its Racial Equity and Social Justice Initiative. ROSA is a central data system where all City departments track and report upon the selected indicators they have included in their work plans. Indicators are selected from nine outcome areas of focus: arts and culture, education, equitable development,

[22] "Regional Equity Atlas," https://clfuture.org/equity-atlas
[23] "LouieStat," http://louiestat.louisvilleky.gov/
[24] "Baltimore CitiStat," http://www.baltimorecity.gov/Government/AgenciesDepartments/CitiStat.aspx

health, housing, jobs, criminal justice, environment, and service equity. Departments report annually on progress toward their selected measures.[25]

Sustainable Communities Index: San Francisco utilizes the index to inform decision-making and planning. The SCI is a system of indicators for livable, equitable and prosperous cities. The public can access much of the data for this system through the city's open data portal.[26]

CONCLUSIONS

This report summarizes the early findings of the City Equity Core Team, including compelling data from our own community as well as best and emerging practices from other cities and regions. While it appears that no single municipality has identified the ideal formula for undoing institutionalized racism and deep patterns of exclusion, some are on the right track. With the right blend of planning, capacity, and political will, Madison can be one of those places.

The City of Madison is at a crossroads, and is faced with an opportunity to act as a leader, both locally and nationally, in putting equity at the center of its operations, policies, and partnerships. We, as a City, as a region, and specifically as a local government, have the opportunity to reflect on the type of community we are today, and truly decide whether we want to be a growing and inclusive place where opportunity is accessible to all. This will take time and focus as well as concrete steps toward a larger vision. This community has made clear that rhetoric and token efforts will not suffice.

As a strategic vision for the future of the City of Madison, the initial recommendations in this report complement and support one another, and will be most successful if implemented as a package instead of as a piecemeal approach. At the same time, the recommendations were designed to leave room for input and collaborative development across all branches of government. The timeline suggested for developing and scaling up these suggested actions is aggressive but thoughtful, and is intended to foster incremental but impactful change that will be sustained over time.

[25] "RSJI Outcomes, Strategies and Actions (ROSA)," http://web6.seattle.gov/fas/rosa/ROSAWebhome.aspx
[26] "Sustainable Communities Index," http://www.sustainablecommunitiesindex.org/

Appendix A: Resolution 31054 – Declaring the City of Madison's Intention to Adopt an Equity Impact Model

(Enacted October 30, 2013)

City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Legislation Text

File #: 31054, **Version**: 1

It is anticipated that the development and implementation of the equity impact model will be accomplished with existing staff resources. No appropriation is required.

Declaring the City of Madison's intention to adopt an Equity Impact Model.

WHEREAS, a healthy Madison starts in our homes, schools and neighborhoods; and,

WHEREAS, equity exists when everyone has access to opportunities necessary to satisfy essential needs, advance their well-being, participate in and contribute to civic life and achieve their full potential; and,

WHEREAS, equity is both the means to healthy and thriving communities and an end that benefits us all; and,

WHEREAS, evidence shows that more equitable societies have better long-term economic, health, and social outcomes; and,

WHEREAS, Madison and Dane County's increasing demographic diversity presents new opportunities for growth as well as challenges in fostering connections to resources; and,

WHEREAS, the City of Madison recognizes that good health requires individuals to make responsible personal choices, it also recognizes that the journey to a healthier community requires a societal commitment to remove the obstacles preventing residents from making healthy decisions; and,

WHEREAS, promoting equal opportunity for all residents is a core social, moral and economic responsibility and a priority for the City of Madison; and,

WHEREAS, city leaders, departments and staff are committed to providing excellent services for every Madison resident; and,

WHEREAS, the Common Council's Legislative Agenda Work Group on Demographic Change is endeavoring to determine if the City of Madison is meeting the needs of communities of color, immigrants, and low-income families and individuals; and,

WHEREAS, the equity impact model described below will be taken on in pursuit of a vision of Madison where:

- A high-quality education, living wage jobs, safe neighborhoods, a healthy natural environment, efficient public transit, parks and green spaces, affordable and safe housing and healthy food are afforded to all residents;
- The benefits of growth and change are equitably shared across our communities; and
- Madison is a place where one's future is not limited by race, ethnicity, gender, sexual orientation, disability, age, income, place of birth or place of residence.

NOW, THEREFORE BE IT RESOLVED, that the Common Council requests Public Health Madison & Dane County, together with the following agencies and committees: Planning & Community & Economic Development; Civil Rights; Human Resources; Community Services Committee; Board of Health; Common Council Organizational Committee (Council Legislative Agenda Work Group on Demographic Change); and

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others shall work with the executive branch towards developing and implementing an equity impact model to inform policies and practices that consider equity impacts in city government plans and decisions.

The process to develop the equity impact model will be supported by the following activities:

1. Better understand and report on inequities in Madison
   - collect and summarize key indicators in multiple sectors
   - share information with the Common Council, Mayor's Office, city agencies and the public
   - work with the existing efforts to coordinate City data and to focus those efforts on equity indicators

2. Establish an interdepartmental city equity workgroup;
   - research equity initiatives and policies from other cities and regions
   - explore the use of equity impact assessment tools for use in policy and project decisions
   - report on progress to Common Council and the Mayor's Office by April 2014

3. Train city staff at all levels in equity and social justice concepts, frameworks and skills
   - gather information from all city departments to best accommodate learning and skill needs
   - identify and develop training content and formats, collaborating with community partners and other cities and regions
   - require representatives from all city departments to participate in trainings

4. Make recommendations for the parameters of a City of Madison equity impact model
   - summarize equity initiatives and policies from other cities and regions
   - recommend a City of Madison equity impact model based on best practices and considering the unique characteristics of Madison

5. Ensure accountability and implementation of the equity initiative;
   - improve city service delivery to underserved populations
   - explore and further develop strategic partnerships with other agencies and groups
   - prioritize public participation and community engagement in decision making and processes
   - prioritize increasing diversity of city government bodies and department staff

Appendix B: Equity directive from Mayor Paul Soglin to Lucia Nunez and Janel Heinrich

--- Original message --------
From: Mayor <Mayor@cityofmadison.com>
Date: 11/12/2013 3:58 PM (GMT-06:00)
To: "Nunez, Lucia" <LNunez@cityofmadison.com>,"Heinrich, Janel" <JHeinrich@publichealthmdc.com>
Cc: All Alders <allalders@cityofmadison.com>,Dept Division Heads <DeptDivisionHeads@cityofmadison.com>
Subject: Equity Report Requests

DATE: November 12, 2013

TO: Lucia Nuñez and Janel Heinrich

FROM: Mayor Paul R. Soglin

SUBJECT: Equity Report

Working with the Core Equity Team, please develop a recommended toolkit to assure the City of Madison is combating inequity in all of its operations. We should examine all City policies, programs, and initiatives through equity, fairness, and a social justice lens.

In developing its plan the Core Equity Team should address the data presented in the Race to Equity Report produced by the Wisconsin Council on Children and Families, as well as other data related to racial and social inequities in the City of Madison. The data collected in the Race to Equity Report covers all of Dane County. For that reason, please keep in mind that we need to work with surrounding communities with significant levels of poverty. Keep in mind that the city of Madison and the Madison Metropolitan School District do not have coterminous boundaries. This will create additional challenges since our goal is to solve problems both inside and outside of our boundaries.

Final results should include a menu of solutions that will be applied systematically to all City operations over time and across all branches of City government so that we produce a more equitable and inclusive Madison.

In addition, I would like the Core Equity Team to research what is available to measure racial inequities in communities. There is a progress report due to the Common Council in April 2014. Please be sure to include a timeline for this work in this report. The Equal Opportunities Commission and the Board of Health should provide any additional recommendations based on the findings of this report.

The resolution passed by the Common Council on 10/29 can be found here: https://madison.legistar.com/LegislationDetail.aspx?ID=1461266&GUID=E77D2014-5101-4A65-B6EC-38752D337C53&Options=&Search

Appendix C: Racial Equity and Social Justice Initiative Projected Timeline

Racial Equity and Social Justice Initiative Five Year Plan

2014 → 2015 → 2016

Information Gathering, Foundation Building, Learning	Pilot Equity Impact Assessment Tool, Begin Implementation	Full Implementation
Goals:	**Goals:**	**Goals:**
Expand Core RESJ Equity Team to All City Departments	Hire Data Project Coordinator	Establish Structure for Ongoing Measurement and Evaluation of Equity Goals
Inventory and Connect with Current City-Wide Initiatives	Conduct and Evaluate at Least 10 Equity Impact Assessment Pilot Projects	Finalize Equity Analysis Tool(s)
Increase Equity in Personnel Practices	Expand Organizational Effectiveness Measures Project	Conduct Equity Impact Analysis on Key Policy and Budget Decisions
Explore Community Involvement Options with Community Members (Roundtable, Liaisons)	Appoint Change Teams in Each Department	Align Purchasing, Contracting, and Grants with Equity Goals
Finalize Internal Training Program Curriculum and Begin Implementation	Train Change Teams and Equip Them to Train Their Departments	Departmental Change Teams Develop First Annual Departmental Work Plans
Train Staff and Elected Officials on Communicating About Race in the Media	Identify Key Indicators to Measure Equity Work and Use in Work Plans	Departments Submit Work Plans to Mayor
Improve coordination of data development	Assess and Inventory Departments (Data, Current Equity Work, Assets, Challenges)	Community Roundtable Fully Operational
Continue work on organizational effectiveness measures project	Implement Key Strategies for Community Involvement (Roundtable, Liaisons)	Community Partnerships Solidified
2017 & 2018	Training, work plans, community involvement continues and is evaluated and reported on each year.	