

PARTIAL DRAFT  
FOR DISCUSSION ONLY



# 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](http://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:

Oscar Mayer Strategic Assessment Report - Redevelopment Objectives

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

Bill Fruhling, Principal Planner  
City of Madison Planning Division  
bfruhling@cityofmadison.com  
608.267.8736

Names and affiliations of others participating in the analysis:

Bill Fruhling, Planning Division  
Tom Otto, Economic Development Division  
Rob Gottschalk, Vandewalle Associates (consultant)  
Lupita Alvarez, Vandewalle Associates (consultant)  
Annette Miller, EQT by Design (consultant)  
Members of the Oscar Mayer Strategic Assessment Committee: Satya Rhodes-Conway (Chair), Ken Opin (Vice-Chair), Ald. Larry Palm (District 12), Ald. Rebecca Kemble (District 18), Ald. Steve King (District 7), Maurice Sheppard, Syed Mustajab Abbas, Renee Walk, Douglas Leikness, Chandra Miller Fienen, Annette M. Gelbach, Gary Wolter, and Paul Jadin

**1. WHAT**

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

In June 2017, the Common Council approved a resolution (Legislative ID No. 47316) creating the Oscar Mayer Strategic Assessment Committee to oversee a public process for the preparation of a report examining the "big picture" issues and opportunities regarding the future redevelopment of the Oscar Mayer site and surrounding area. The resolution also directed the OMSAC to use the City's Racial Equity Social Justice Tool to assess the impacts of the area's redevelopment. To accomplish that directive, this assessment focuses on the ten redevelopment objectives below and the vision they are intended to support.

VISION: Physically and economically woven into the diverse surrounding neighborhoods, the transit-oriented, employment centered, mixed-use district is now an inclusive gathering hub of the Northside. The corridor has leveraged its unmatched infrastructure capacity and location between the airport and downtown to rise as a regional economic hub for the local community and its future residents.

OBJECTIVE 1. TARGET A HIGH DENSITY OF LIVING WAGE JOBS

OBJECTIVE 2. MAINTAIN HOUSING AFFORDABILITY AND MINIMIZE DISPLACEMENT

OBJECTIVE 3. LEVERAGE THE CORRIDOR'S EXISTING INFRASTRUCTURE AND BUILDING STOCK

OBJECTIVE 4. ENSURE ECONOMIC RECOVERY BOOSTS DIVERSITY IN OWNERSHIP AND LOCAL BUSINESSES

OBJECTIVE 5. INTEGRATE A WELCOMING DISTRICT THAT SERVES ALL AGES AND DIVERSE CULTURES

OBJECTIVE 6. EQUIP THE NORTH/EAST SIDE'S NEXT GENERATION WITH SKILLS TO MEET EMERGING OPPORTUNITIES

OBJECTIVE 7. CREATE AN INTEGRATED AND CONNECTED MULTIMODAL TRANSPORTATION SYSTEM

OBJECTIVE 8. DEPLOY SUSTAINABLE TECHNOLOGIES, IMPROVE STORMWATER, AND PRESERVE ENVIRONMENTAL ASSETS

OBJECTIVE 9. FORM AN IDENTIFIABLE AND AUTHENTIC MIXED-USE DISTRICT

OBJECTIVE 10. PROACTIVELY UTILIZE CITY FINANCIAL RESOURCES AND STATUTORY POWERS TO OPTIMIZE TAX BASE GROWTH AND ACHIEVE THE VISION

This analysis focuses on the gaps between the redevelopment objectives and the tradeoffs that often must be made during the implementation of the report's recommendations. It seeks to keep these issues at the forefront of discussions and evaluations as decisions are made.



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

The primary influence on what happens in the area lies with the individual property owners. While these decisions affect everyone within the area, as the area changes, low-income individuals and families are more vulnerable to being displaced or priced out of the neighborhood. The timing and type of development is determined largely by the property owners and the market. However, the City can have some influence on the future of these sites through its use of financial incentives (such as TIF) and discretionary development approvals. The Redevelopment Objectives seek to guard against the negative impacts to these populations and to use any tools at the City's disposal to mitigate these impacts.

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

- d. What data are unavailable or missing?

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

Other (please describe)

Comments:

## 2. WHO

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

Collectively, the Redevelopment Objectives seek to ensure that the region, city, and residents and business owners of the north and east sides benefit, or are not disproportionately impacted, by the envisioned economic growth in the area.

Who would be burdened?

Although Objectives 1, 2, 4, and 5 specifically focus on ensuring that the area retain its relative affordability and continues to provide opportunities for those who live in the area, current residents and businesses risk being priced out of the area as the area redevelops. Former employees of Oscar Mayer and other members of the local workforce may lack some of the skills necessary for jobs that may be coming to the area.

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

As the area develops, there is the potential for disproportionate impacts on communities of color and low-income communities. However, as a body, the Redevelopment Objectives being evaluated by this tool seek to guard against that to the degree possible.

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.)

The Redevelopment Objectives were developed through an open public process that included 10 public meetings of the Committee and an Open House Event. However, a specific effort was undertaken to engage stakeholders from different racial/ethnic and socioeconomic groups in this process. A member of the consultant team, EQT by Design, LLC, developed a public engagement process to give voice to the overall general diverse constituency of the City of Madison and to diverse voices specific to the North side of Madison. The key findings presented are the results of seven focus group sessions with attendance of almost 60 individuals who offered 400+ comments between the months of May and June of 2018. (include a profile of those who participated)

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.

### 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)

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

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

### 4. WHERE

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

- |   |   |
|---|---|
| <input 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 checked="" type="checkbox"/> East Madison (general)  |
| <input type="checkbox"/> Brentwood/Northport Corridor | <input checked="" 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):

- 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?

Because what is being evaluated in this phase of the process are high level Redevelopment Objectives, whether the tools ultimately put in place to accomplish them will determine if they are adequately resourced. However, at the objective level, they seem realistic.

- c. Who is accountable for this decision?

Ultimately, much of the accountability for resources devoted to achieving these objectives lie with the Mayor and Common Council as part of budgeting and other approval processes.

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

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

## DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

### City of Madison

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- 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](http://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

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- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):  
[www.capitalarearpc.org](http://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](http://www.healthydane.org)
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):  
[www.apl.wisc.edu/publications/Dane County Demographics Brief 2014.pdf](http://www.apl.wisc.edu/publications/Dane%20County%20Demographics%20Brief%202014.pdf)

### State of Wisconsin

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- 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](http://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](http://www.apl.wisc.edu/data.php)

### Federal

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- American FactFinder (US Census):  
<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>
- 2010 Census Gateway (US Census):  
[www.census.gov/2010census](http://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				
<b>City Informs</b> City of Madison initiates an effort, coordinates with departments and uses a variety of channels to inform community to take action	<b>City Consults</b> City of Madison gathers information from the community to inform city-led projects	<b>City engages in dialogue</b> City of Madison engages community members to shape city priorities and plans	<b>City and community work together</b> Community and City of Madison share in decision-making to co-create solutions together	<b>Community directs action</b> 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"> <li>Primarily one-way channel of communication</li> <li>One interaction</li> <li>Term-limited to event</li> <li>Addresses immediate need of City and community</li> </ul>	<ul style="list-style-type: none"> <li>Primarily one-way channel of communication</li> <li>One to multiple interactions</li> <li>Short to medium-term</li> <li>Shapes and informs city projects</li> </ul>	<ul style="list-style-type: none"> <li>Two-way channel of communication</li> <li>Multiple interactions</li> <li>Medium to long-term</li> <li>Advancement of solutions to complex problems</li> </ul>	<ul style="list-style-type: none"> <li>Two-way channel of communication</li> <li>Multiple interactions</li> <li>Medium to long-term</li> <li>Advancement of solutions to complex problems</li> </ul>	<ul style="list-style-type: none"> <li>Two-way channel of communication</li> <li>Multiple interactions</li> <li>Medium to long-term</li> <li>Advancement of solutions to complex problems</li> </ul>
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