



# Roadmap to Outcomes

Racial Equity and Social Justice

*Spring 2017*



## Why is this Goal (Racial Equity and Social Justice) Important?

- Across virtually all indicators of quality of life and well-being, people of color in Madison do not experience the same opportunities and positive outcomes as their white counterparts.
- Racial and social inequity is deeply rooted in a history of exclusion and exists at the individual, institutional, and structural levels.
- Local government has the ability and the obligation to work to undo racial and social inequity. The City of Madison can advance racial equity and social justice through its services and operations, policymaking, and in the ways in which all members of the public, particularly those who have been marginalized, participate in local democracy.

## Equity Statement and Proposed Approach

It is a Citywide priority to establish racial equity and social justice as a core principle in all decisions, policies and functions of the City of Madison. We envision a future Madison where individual and group outcomes are not determined by race, class, gender, place of birth, disability, or other group status, and where everyone has an opportunity for fair and just inclusion in public processes and decisions.

In order to eliminate racialized inequities, we propose that each department needs to review its policies and identify and address those points for which 1) inequities are known to occur and 2) discretion can cause inequities to occur. After this review, agencies would report on the specific, official policies and informal practices reviewed and those strategic points that have an opportunity to reduce the inequities of impact within communities of color. They would also need to track the results of those changes as they relate to inequities for communities of color. This is not an institutionalized practice in the City of Madison, but would need to be undertaken in order to get a true understanding of impacts and opportunities to advance racial equity.

A number of city agencies have undertaken initiatives to identify and address inequities for communities of color in their policies. All departments are required to submit an Equitable Workforce Plan, in fulfillment of Affirmative Action requirements, and many departments have established a racial equity and social justice team. Madison Police Department is currently in the process of working with a consultant to study disparities in the use of force and other policies impacting communities of color. The Department of Civil Rights and Engineering Division have worked with an outside consultant to conduct a disparity study; in an effort to determine whether existing City policies presented barriers to business owners of color and women seeking to work on public works contracts. The Library has initiated a review of its processes for hiring employees and contracting with vendors of color. The Fire Department has taken a deep look at its recruitment and promotional processes in recent years in an effort to remove barriers to applicants of color. The Human Resources Department has initiated a number of efforts to create better equity for people of color.

City leadership, including department and division heads and front-line staff, will need to continue vigorously and consistently reviewing agency policies and practices to identify points at which inequities are known to occur and points at which discretion may play a role in creating inequities in order to eliminate disproportionate impacts for communities of color. This type of policy and practice review must also be undertaken by local governing bodies (mayor's office and legislative bodies.) Promising work to review policy, albeit not expressly for improving equitable outcomes for communities of color, are being conducted by City agencies already. The Comprehensive Plan, the Parks Open Space Plan, the Zoning Code update, the Strategic Management Framework, and Salt Use studies all present opportunities to apply the lens of racial equity to the analysis and identify opportunities to eliminate barriers and inequities for communities of color.

Models from other cities that could inform Madison include the Seattle, WA streetlights study, the Dudley Street Neighborhood Initiative in Boston, MA, the Oakland, CA Fruitvale Station Village, and the Affordable Housing Preference Policy in Portland, OR.

While many of these programs or initiatives are implemented to create equity for communities of color, we find that it is as necessary to examine existing policies in order to make changes in favor of improving equity. It is important that the City of Madison be proactive in identifying those points at which we observe and perceive inequities coming into play and adjust rules, practices, and priorities in order to abate inequities. We must be willing to examine our written and unwritten rules as they relate to venues such as the Mifflin Street Block Party and Freakfest and contrast our experiences with hip-hop venues historically. We need to analyze our collective community response to marches and protests that happen downtown as compared with other parts of the city.

As stated in the Wisconsin Council on Children and Families' Roadmap to Equity: *"Public sector, non-profit and private sector employers should critically review their policies and practices relating to recruitment, definition of job qualifications, credential and educational requirements, interview and reference procedures, and treatment of prior justice system involvement in order to the reduce exclusionary consequences of many current HR practices for a disproportionate number of low-income job seekers of color."* (February 2016)

The following grouping of outcomes, indicators, and supporting information represents suggested areas of concentration for advancing racial equity in the City of Madison. However, this is not a comprehensive approach and will need to be supported by the proposed policy and practice review, with appropriate stakeholder involvement, in order to have the desired impacts of eliminating racialized and social inequities in services and outcomes. Outcomes 3 and 4, in particular, have been developed with illustrative examples to demonstrate how this approach can be employed.

## Outcome 1: Ensure that communities of color and low income families have access to quality affordable (income appropriate) housing throughout entire city.

### Why this Outcome Matters

Households of color are disproportionately represented among those paying 50% or more of their income towards housing (HUD’s definition of “severely cost burdened”). This is a critical issue for our community, as housing cost burden is closely correlated with a multitude of other disadvantages, including such important factors as housing stability and risk of homelessness as well as insecurity related to employment, transportation, and food.

Due to our country’s history of structural racism and its associated issues, households of color have relatively low rates of homeownership. Closely related is the devastating reality that, on average, households of color have far less accumulated wealth (15 and 13 times less median household wealth for African Americans and Latinos, respectively) than white households.

**Indicator: The percentage of all Madison renter households that pay more than 50% of their income for housing**

Data Source: American Community Survey and decennial US Census data.

### Contributing Issues

Positive	Negative
The City of Madison established an Affordable Housing Fund (AHF) in 2014, committing an additional \$4.5 million in City tax dollars annually for at least five years. That commitment has since been extended.	Housing discrimination and restrictive tenant selection criteria limit the ability for people of color to secure and maintain rental housing
Commitments from the City’s AHF since 2014 were instrumental in successful tax credit awards for eight mixed income affordable housing projects - netting a total of 525 units of which 460 will be affordable, 105 specifically designated to house homeless persons.	State laws were recently revised, significantly reducing tenant rights and making it much easier for landlords to evict tenants on short notice with little to no evidence of wrongdoing.
A recent coordinated effort by the City Planning Community and Economic Development Department and the City Parks Department resulted in an ordinance establishing a waiver of park fees for affordable housing projects starting in 2017.	The rental vacancy rate in Madison is currently less than 3%. This results in strong competition for rental units, allowing landlords to increase rents and impose strict tenant selection criteria without fear of vacancies.

### What Works

- Strategies to increase the number of available subsidized housing units
- Strategies to increase rental vacancy rates

- Programs and policies that provide rent supports (e.g. tenant based rental assistance, Section 8 vouchers etc).
- Policies and programs that seek to ease restrictive tenant selection criteria
- Policies and programs to protect tenant rights by preventing discrimination in housing

## Partners

- Wisconsin Housing and Economic Development Authority (WHEDA)
- State of Wisconsin Department of Administration (DOA)
- Dane County Economic Development and Planning
- Madison mayor's office
- Dane County Executive's office
- City of Madison staff from the Department of Planning, Community and Economic Development, Attorney, Parks, and Community Development Authority
- City Committees including Housing Strategy, Community Development Block Grant, Community Development Authority
- Mission-focused nonprofit housing developers and homeless service providers, especially those with a specific focus on people of color
- Faith-based organizations
- For-profit housing developers
- Grassroots organizers and advocates

## Outcome 2: Reduce transit travel time for people of color.

### *Why this Outcome Matters*

A [2015 study](#) by Harvard economists Raj Chetty and Nathaniel Hendren reported that commuting time is the single strongest factor that changes the odds of escaping poverty and that “the relationship between transportation and social mobility is stronger than with other factors, like crime, elementary-school test scores, or the percentage of two-parent families in a community.” African Americans in Madison experience 41% longer trip times and three times as many transfers as white people, according to a recent analysis conducted by Metro Transit. People with lower incomes are more likely to live on the periphery of the City, and may be less likely to have access to reliable alternative transportation options. Our current public transportation system feeds into city centers (downtown, university, large employers), with routes favoring traditional 8am-5pm work schedules.

**Indicator: Difference between transit travel time for Blacks/African Americans compared with Whites**

Data Source: Annual survey administered by Metro Transit

### Contributing Issues

Positive	Negative
Madison is planning for bus rapid transit (BRT) services, which should improve access to and from peripheral areas of the city	Metro’s funding relies heavily on fare revenue, making it difficult to plan routes based on need
Metro Transit has committed to collecting annual data on transit ridership by race, income, and origins and destinations by race and income	It is easier for people with privilege (many of whom are current riders) to access and influence the system
Metro has added new routes and services on existing routes in the recent past in response to community need and resident-driven demand	

### What Works

- Fewer bus stops in higher volume areas to reduce transit time to lower volume areas
- Dedicated and sustainable transportation funding to decrease reliance on fare revenue

### Partners

- Metro Transit
- City Planning
- Mayor’s Office
- Neighborhood Resource Teams
- RESJI Core Team
- Madison Metropolitan Planning Organization (MPO)

- Dane County Planning
- City of Madison Transit and Parking Commission
- Community-based organizations including the Urban League, and faith-based organizations
- UW Transportation Services
- UW Community Relations

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## Outcome 3: Ensure equal treatment within the law enforcement and criminal justice system.

### Why this Outcome Matters

The stated outcome of *equal treatment within the law enforcement and criminal justice system* is a comprehensive, long-term outcome that will require the involvement and commitment of many entities. Historical data analysis consistently shows marked racialized disparities in points of contact, arrest, conviction, and sentencing for people of color as compared to their white counterparts. A 2015 article in the Wisconsin State Journal stated that Blacks are arrested in Madison at 10 times the rates of whites. Criminal histories translate into far reaching effects that compound across multiple sectors – notably in opportunities for education, employment, housing, and civic participation. If we are to appropriately address the racialized disparities that occur along every point of the justice system, we need to delve deeper at a policy and process level to better understand how these disparities arise as outcomes of the way in which we interpret and apply those policies and processes.

**Indicator: Racially disaggregated data on points of contact, arrest, conviction, and sentencing.**

Data Source: Madison Police Department and Municipal and County Court records

### Contributing Issues

Positive	Negative
<p>The City of Madison, through the Madison Police Department (MPD) Policy and Procedure Review Ad Hoc Committee, has contracted with the OIR Group to comprehensively review the Department. This review will provide multiple opportunities to adjust policy, process, and procedure to address the existing disparities.</p>	<p>Many racialized disparities arise in response to implicit bias playing out in situations where discretion is applied. This represents a real challenge to rectify as it operates on such a subliminal level. Nonetheless, proper policy and procedure adjustment can have an effect.</p>
<p>The City of Madison Municipal Court and MPD have partnered so that all youth under the age of 17, who are detained by officers, will be redirected from criminal to a restorative justice court.</p>	<p>While MPD and the Municipal Court are under the auspices of the City of Madison, many other partners will be required to effectively change the law enforcement and criminal justice indicators past the point of contact and arrest.</p>

### What Works

- Thorough review of policies and procedures to identify points at which disparities arise with changes to those policies and procedures to neutralize the effects of discretion or other variables that give rise to the racialized disparities.
- Increase in diversion programs with measures taken to ensure they are equitable distributed across racial and ethnic groups.

- Increasing transparency and data availability throughout the law enforcement and criminal justice systems

### Partners

- City of Madison Police Department
- Madison Municipal Court
- City of Madison Department of Planning, Community and Economic Development
- Dane County Sheriff's Office
- Dane County Circuit Court
- Other local law enforcement agencies

### Illustrative Example: Eliminate inequities in parking ticket policies and practices

Parking tickets are another example of the many ways in which people experiencing poverty, language barriers, or other disadvantages can be disproportionately negatively impacted by the enforcement of laws and policies. Municipal fines, while an inconvenience for some, can contribute to the compilation of legal, criminal, and economic disadvantages for others.

Examples of efforts to address this could incorporate Spanish language ticketing, and/or QR codes on signs and tickets that will provide information in other languages. Restricting referrals to DMVs and providing alternative pathways for payment and reconciliation for habitual offenders would also help address the issue.

Partners within City of Madison Government would include: Police, Municipal Court, Streets, Attorney's Office, Parking Utility, Civil Rights, Multicultural Affairs Committee.

## Outcome 4: Remove barriers to employment and economic success.

**Illustrative Example: Improve City workplace culture and provide support to increase retention and promotion of employees of color and women.**

### *Why this Outcome Matters*

Systems of educational and economic exclusion, which are rooted in history and perpetuated today, have created barriers to employment for people of color and other marginalized groups. In order to effectively serve our community, our workforce at all levels must represent the entire fabric of the population. Efforts to increase diversity in hiring are important, but not sufficient. Strategies must also be in place to ensure workplace culture is welcoming and inclusive of all people.

**Indicator: Length of tenure and employment status of City employees by race, ethnicity, and gender.**

Data Source: City Human Resources, Multicultural Affairs Committee survey

### Contributing Issues

Positive	Negative
A 2015 survey administered by the Multicultural Affairs Committee (MAC) suggested several strategies for improving workplace culture and address areas of concern for employees of color	The same 2015 survey identified many areas of concern among employees of color fear of retaliation, exclusivity, and limited growth opportunities
City HR has developed a Women’s Leadership Series and has increased efforts to recruit employees of color into leadership programs	Gaps exist in skills and job preparation due to educational and economic barriers
Internship programs have removed barriers for future professionals and have promoted several candidates into permanent positions	Gaps exist in access to job requirements, such as a driver’s license

### What Works

- Ensure equitable actions throughout every recruitment, interview, and hiring process (utilize the [Equitable Hiring Tool](#).)
- Develop a comprehensive workplace diversity and inclusion plan.
- Develop strategies to support upward mobility for low wage employees who are disproportionately people of color.
- For promotional opportunities, support succession planning, mentoring, and job rotations.

- Develop a strong complaint process with accountability measures and ensure complainants are protected from retaliation.
- Encourage and support people of color and women to participate in leadership development programs.

#### Partners

- City departments and organizations: Human Resources, Civil Rights; Multicultural Affairs Committee, Women’s Initiatives Committee, Racial Equity and Social Justice Initiative

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## Outcome 5: Ensure all families have access to quality, income-appropriate child care

### Why this Outcome Matters

Research shows that children who participate in high quality early childhood education are more likely to read at grade level, graduate on time and have higher incomes than their peers who did not participate. They are also less likely than their peers to drop out of school, be incarcerated, and need special education. Nobel Laureate economist James Heckman has converted this to show that a \$1 investment in high quality early care and education will return more than \$8 in benefits to the general public. In Madison, relatively high costs of living, combined with limited incomes, can result in significant burdens for families with young children. As summarized in a recent report: “In many predominantly urban counties in Wisconsin, child care and health care subsidies end before the family can pay for the entire cost of them from their wages. This essentially disconnects systems like the Wisconsin Shares voucher system from the real cost of living in places like Dane County and reduces the ability of low-income families to become self-sufficient.” (2017, Community Coordinated Child Care, Inc.)

Indicator: Proportion of children enrolled in accredited child care centers from families at or below 200% of the Federal Poverty Level.

Data Source: Community Coordinated Child Care, Inc.

### Contributing Issues

Positive	Negative
The City is working on modifications to accreditation standards – requiring service to a certain percentage of children from low-income families, and will be training centers on working with low-income families	There is currently not enough access to accredited child care for children from low-income families.
	More than 40% of the 13,700 children under the age of five in Madison are living at or below 200% of the Federal Poverty Level.

### What Works

- Support child care centers located in neighborhoods of color and low-income neighborhoods, and those operated by professionals of color and from low-income backgrounds.
- Utilize accreditation systems to provide training, guidelines, and incentives to child care centers for working with families of color and low-income families.
- Employers offer childcare subsidies to employees.

### Partners

- City Child Care Accreditation and Assistance programs

- Community Coordinated Child Care, Inc. (4C)
- State of Wisconsin Department of Children and Families, YoungStar quality rating system
- Area child care providers

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## Outcome 6: Improve access to quality out of school time programming that meets the needs of youth of color and those from low-income households

### *Why this Outcome Matters*

Young people of color in Madison, as a population, are exiting the education system less prepared to enter and succeed in career, community, and life. One area in which the City can have an impact is in improving access to quality out of school time. Educational outcomes, which have distinct ties to indicators of success and well-being, can be improved by providing continuity in education, and school attendance can be correlated with participation in out of school time programming. Youth of color and those from lower-income households experience barriers to participation in quality out of school time programming due to economic and transportation challenges.

**Indicator:** Number of students served in City-funded out of school programs by race and income.

Data Source: Madison Out of School Time Initiative

### Contributing Issues

	Negative
Madison Out of School Time Initiative has developed a Program Finder to assist families and youth in finding quality programs	Out of school programs do not currently collect data from users that includes race and income

### What Works

- Culturally-specific programs that support family involvement by helping parents connect with their child’s education and foster positive interaction among families.
- Out of school environments that allow youth to feel a sense of belonging. Examples include setting clear limits, supporting youth in managing conflict, fostering connections with peers and adults, and offering an inclusive range of activities from which youth can choose.
- Out of school providers who represent the populations participating, and who are trained in culturally-specific programming.
- For older youth: development of employable skills, a sense of independence, goals for career and future, and the ability to navigate options for education and employment.

### Partners

- Out of school time program providers
- Madison Metropolitan School District
- MOST partner organizations
- City Community Development Division

- Dane County Human Services
- Philanthropic organizations

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