Race & Social Justice INITIATIVE

Racial Equity Toolkit
for
Policies, Programs, and Budget

October, 2009

I: Introduction

All departments are implementing annual Race and Social Justice (RSJ) work plans, focusing on their own lines of business. In addition, department director accountability agreements with the Mayor include RSJ priorities. Department work plans include strategies for reducing racial disparity and fostering multiculturalism. Work is being done to address three broad goals:

1. End racial disparities internal to the City – Workforce Equity, Contracting Equity, and Training and Skill Development.
2. Strengthen City services and engagement – Outreach and Public Engagement, Best Practices for Services, Immigrant and Refugee Access to Services.
3. Eliminate race-based disparities in our communities.

Now all City departments are beginning to use the Toolkit for Racial Equity in Policies and Programs on a routine basis to further incorporate the Initiative into all aspects of City operations. The Toolkit for Racial Equity in Policies and Programs is designed to provide support in two broad areas: 1) Budget and Policy Filter analysis and recommendations; and 2) review of existing City programs and services. Departments will use this toolkit on a routine basis to develop and/or improve programs, policies and procedures.

Budget and Policy Filter

All who work in City government have a role to play in achieving race and social justice, and the budget and policy-making process is central to that effort. The Budget and Policy Filter is a simple set of questions:

1. How does this action accomplish the Mayor's Race and Social Justice Initiative? How did you determine the reasoning for your response?
2. Please identify any unintended consequences from this proposal.

These questions have been incorporated into City budget and policy processes, including Budget Issue Papers (see Attachment 1 for the memo from the Mayor describing the filter and budget process) and briefing papers submitted to the Mayor's office.

The Toolkit is a more in-depth resource to supplement the Budget and Policy Filter questions. These tools, including a set of RSJ Best Practices Criteria and a Racial Equity Impact Analysis, should be used to help develop informed responses to the RSJI Budget and Policy Filter questions. Because of the importance of understanding terminology included throughout this toolkit, key definitions are included in Attachment 2.

Review of Existing Programs and Services

Since the beginning of the Initiative, departments have been asked to analyze their lines of business to eliminate institutionalized racism and promote multiculturalism. Using the Toolkit all departments are now systematically reviewing all programs and services to deepen our approach to eliminating institutional racism.

The toolkit includes the following:
- Section II: Race and Social Justice Best Practices Criteria
- Section III   Racial Equity Impact Analysis Worksheet Instructions
- Section IV: Racial Equity Impact Analysis Worksheet
- Section V: Example Applications (examples are included for illustrative purposes only, and although they bear some relation to existing City initiatives, may not reflect most current realities)
- Attachment 1   Memo from the Mayor about the RSJ Budget and Policy Filter
- Attachment 2   RSJ Budget and Policy Toolkit Key Definitions
- Attachment 3   RSJI Departmental Liaisons

When applying the Toolkit, the following steps should be followed:

Step 1	Review RSJ Best Practices Criteria (see Section II), the Racial Equity Impact Analysis instructions (see Section III), and examples of completed analyses (see Section V).
Step 2	Identify appropriate staff to complete the analysis; Core Team and Change Team assistance would be beneficial. Core Team assistance can be arranged via your departmental RSJI Liaison (see list in Attachment 3).
Step 3	Collect data necessary for completion of the Racial Equity Impact Analysis (see Section III for resources).
Step 4	Complete Racial Equity Impact Analysis Worksheet (see Section IV).
Step 5	Share analysis with relevant department staff and submit electronic copy of worksheet to the Seattle Office for Civil Rights (brenda.anibarro@seattle.gov)

For the Policy and Budget Filter, worksheet responses need not be submitted along with Budget Issue Papers, Senior Staff briefings or legislative review. If after reviewing responses to filter questions, Department of Finance, Office for Policy and Management and/or Office for Intergovernmental Relations staff have questions, additional information will be requested.

The City of Seattle RSJ Best Practices Criteria and Racial Equity Impact Analysis tool have been developed by the RSJ Core Team. The Core Team reviewed, learned from, and would like to acknowledge the excellent work of others, including the Annie E Casey Foundation and their Race Matters Racial Equity Impact Analysis tool, President Clinton's Initiative on Race, the Aspen Institute, and the Applied Research Center's Racially Equitable Policy Development Guide.

II. Race and Social Justice Best Practices Criteria

The criteria below will be used to identify actual best practices so they can be shared and replicated. As departments gain experience with the Budget and Policy Filter and Racial Equity Impact Analysis, we anticipate that these best practices criteria will be refined.

RSJI best practices will meet the following criteria:

1. **Assess community conditions and the desired community impact**
   - Includes clear documentation of the existing community conditions, including disparities.
   - Explicitly enumerates specific goals and outcomes to emphasize program goals of reducing racism and decreasing racial disparities (as well as other program or policy goals).
   - Incorporates design to adjust goals and practices to keep pace with changing needs and racial demographics.

2. **Expand opportunity and access for individuals**
   - Increases opportunity and/or access for those who historically have been excluded.
   - Integrates strategies to improve access for immigrants and refugees, including appropriate interpretation and translation policies.

3. **Promote racially inclusive collaboration and civic engagement**
   - Creates opportunities for collaboration that fosters mutual respect among people who fully represent Seattle's racial diversity.
   - Provides opportunities for program participants and leaders or people affected by a policy to take action to address racial disparities and foster racial equity.
   - Fosters greater participation in civic engagement that can promote leadership in racial equity efforts.

4. **Affect systemic change**
   - Reforms the ways in which institutions operate to lessen racial disparities and eliminate discrimination.
   - Analyzes and changes policies and practices that may perpetuate racial disparities and/or institutionalized racism.

5. **Educate on racial issues and raises racial consciousness**
   - Explicitly educates about the importance of historical and contemporary facts regarding race, racism, and/or culture.
   - Educates and encourages sharing about race and racism, including the connections between personal feelings and experiences and race-related systemic issues in society.

III.   Racial Equity Impact Analysis Worksheet Instructions

Actions under consideration will include a range of policies, programs and procedures. Analysis of some actions will be more readily evident than others, but the tool has been constructed such that it can be applied to all.

Conducting a Racial Equity Impact Analysis at the earliest possible stage of development or revision of a policy, program or procedure will help to ensure actions are aligned with the RSJ Initiative. The analysis should be completed by people who bring different racial and economic perspectives, ideally including both people of color and white people. This will maximize the valuable learning experience and allow the action to be shaped in a racially equitable manner.

More information about the overall Race and Social Justice Initiative is available on the RSJI Inweb site: http://inweb/rsji/assistance.htm.

IV. Racial Equity Impact Analysis Worksheet

The following three steps are recommended before filling out the rest of the worksheet:

	Description
Step 1	Review RSJ Best Practices Criteria (see Section II), the Racial Equity Impact Analysis instructions (see Section III), and examples of completed analyses (see Section V).
Step 2	Identify appropriate staff to complete the analysis; determine whether Change Team and/or Core Team assistance would be beneficial. Core Team assistance can be arranged via your departmental RSJI Liaison (see list in Attachment 3).
Step 3	Collect data necessary for completion of the Racial Equity Impact Analysis (see sidebar for resources).

1.   Department and Project/Program/Policy Title:

_____

2.   Briefly describe the proposed action and the desired results:

_____
_____
_____

3.   Who are the racial / ethnic groups affected by this program, policy or practice? How will each group be affected? What are the racial disparities related to this project?

_____
_____
_____

4.   How does the proposed action expand opportunity and access for individuals to City services (including immigrants and refugees)?

_____
_____
_____

Definitions of terms are included in Attachment 2. If unfamiliar with these terms, a Change Team or Core Team member can be assigned to help with the analysis.

Demographics data and maps (GIS and Census tracts)
http://www.census.gov/

Disparities: A Snapshot of Seattle
inweb.ci.seattle.wa.us/rsji/docs/RSJ_stats_sheet-final.pdf

Language maps and lists of interpretation and translation vendors
http://inweb/immigrantsrefugees/#InterpTransPolicy

5. How does the proposed action promote racially inclusive collaboration and civic engagement? Is there community support for or opposition to the proposal? Why?

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6. How does the proposed action affect systemic change (address institutional racism)?

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7. How does the proposed action educate on racial issues?

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8. How does the proposed action support work force equity and/or contracting equity?

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9. How does this action help to achieve greater racial equity? Describe the resources, timelines, and monitoring that will help ensure success.

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10. Are there any unintended consequences on racial equity? Are there strategies to mitigate any negative impacts?

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V.   Example 1

1. Department and Project Title:

Streetlight Relamping Program, Seattle City Light

2. Briefly describe the proposed action and the desired results:

Seattle City Light is implementing a group relamping program or streetlights. The proposal outlines the steps SCL wants to take to engage a contractor to begin replacing 21,000 street lights. Then the Utility will begin a rotating program to replace luminaires in Seattle and our franchise cities. At present, the Utility replaces streetlight bulbs as it becomes aware of outages from customers and other spotters. This practice is more expensive than group relamping and customers frequently have long periods before the streetlight can be fixed.

3. Who are the racial / ethnic groups affected by this program, policy or practice? How will each group be affected? What are the racial disparities related to this project?

All racial groups residing in our service area will be affected. Those living in areas with higher crime rates presumably will be safer with more illumination. The original plan was to have two sets of contractor crews work north and south from the Utility's midway point, Denny Way. In response to the RSJ analysis, the Utility decided to work from the southern most line of the service area and relamp moving north from there. This way, more low income and immigrant communities would be served first. The relamping program is intended to provide greater reliability in streetlight operations than the current process.

4. How does the proposed action expand opportunity and access for individuals (including immigrants and refugees)?

There are large immigrant populations in the southern part of the service area. Currently, City Light relies heavily on customers to report lights out. Immigrants who do not speak English fluently and may not be knowledgeable about City Services are less likely to phone in outage reports.

5. How does the proposed action promote racially inclusive collaboration and civic engagement? Is there community support for or opposition to the proposal? Why?

The project manager went to several community meetings ahead of time to explain the program. There were written messages translated into the seven most common languages used in the district.

6. **How does the proposed action affect systemic change (address institutional racism)?**

Traditionally, City Light began system and service improvements in the north part of the service area. These residents are generally white and more financially advantaged. This method of rolling out the project will bring improvements first to communities of color.

7. **How does the proposed action educate on racial issues?**

Mainly the learning has been internal to City Light by making the project managers and engineers more aware of that the decisions they make can have consequences to low income and racially diverse communities. One hopeful outcome may be developing better trust and expectations within communities of color.

8. **How does the proposed action support work force equity and/or contracting equity?**

City Light will contract out for group streetlight repair work; we will be looking at HUBS. Contractor employees will work for prevailing wages.

9. **How does this action help to achieve greater racial equity? Describe the resources, timelines, and monitoring that will help ensure success.**

The contractor's work will be inspected by a City Light resident engineer. We will use those reports to monitor progress and quality of service.

10. **Are there any unintended consequences on racial equity? Are there strategies to mitigate any negative impacts?**

None expected.

Example 2

1. Department and Project Title:

Seattle Public Utilities, Lidding of the Beacon Hill Reservoir

2. Briefly describe the proposed action and the desired results:

The Beacon Hill Reservoir is an open reservoir that provides drinking water for SE Seattle businesses and residents. SPU would like to put a lid (cap) on the reservoir and expect the following results: protection of water source from environmental & human threats, conservation of water, reduced treatment needed, 50 acres of park space added to Jefferson Park (one of the largest parks in SE Seattle)

3. Who are the racial / ethnic groups affected by this program, policy or practice? How will each group be affected? What are the racial disparities related to this project?

According to recent census data for Beacon Hill and other surrounding neighborhoods, racial/ethnic groups that might be affected include Asian, Pacific Islander, African, European, Caribbean, Latino/Hispanic, Arabic/Middle Eastern, and South Americans. All groups will be affected based on their ability to receive/access information related to the project, and their ability to give input on the project design and delivery. Potential disparities include not getting diverse community input into the park design which could result in a park that does not address the diverse needs of users.

4. How does the proposed action expand opportunity and access for individuals (including immigrants and refugees)?

Capping the reservoir and turning it into a park will add 50 acres of park space to Jefferson Park. We hope that our efforts to get diverse community input in this project will result in a park design that meets the diverse needs of users.

5. How does the proposed action promote racially inclusive collaboration and civic engagement? Is there community support for or opposition to the proposal? Why?

We have met individually with community based organizations, religious groups, associations and community leaders and have scheduled two information/planning sessions for all to attend. The planning session were designed with input from the individual meetings. There is support for this proposal because it will increase the amount of park space available in SE Seattle.

6. How does the proposed action affect systemic change (address institutional racism)?

This project affects systemic change by ensuring early diverse community involvement in the scoping and design phase. In addition to holding evening community meetings, we have met separately with community organizations and leaders to get their input. We worked with a Core Team member to do power, equity and stakeholder analysis on the project and have used the results to help guide our planning.

7. **How does the proposed action educate on racial issues?**

   Part of this project proposal includes working with the Jefferson Park staff to create a history wall where people can learn about their neighbors and the history of the community. Local artist will be hired to work with community members to create art work that tells the story of their family and/or community.

8. **How does the proposed action support work force equity and/or contracting equity?**

   We have met with SPU's HUB staff and staff from DEA to get their assistance in identifying consultants and contractors to work on this project. We have also looked at staffing needs for this project and have requested 2 out of class assignments for this position.

9. **How does this action help to achieve greater racial equity? Describe the resources, timelines, and monitoring that will help ensure success.**

   We have worked with community leaders and agency partners to identify priorities. Attached is a project timeline and have set up a community steering committee to give and receive feedback on the status of the project.

10. **Are there any unintended consequences on racial equity? Are there strategies to mitigate any negative impacts?**

    There have been a number of issues/concerns raised by community based organization staff, community leaders and residents on other projects (past and present). In addition to listening and documenting what the concerns are and taking them into account while planning for this project, we are working to identify the appropriate City/agency contacts and notifying them so that they can respond.

Example 3

1. **Department and Project Title:**

    People Point Customer Improvement Project: Effective Outreach and Public Engagement.
    Departments involved include: HSD, SPU, SCL, Parks, DON and community partners.

2. **Briefly describe the proposed action and the desired results:**

    The goal of the Outreach Subcommittee is to conduct comprehensive research on how the
    City & associated service agencies perform outreach to engage & enroll community
    residents for public services such as: Utility Discount Programs (UDP), Project Share,
    Emergency Low Income Assistance (ELIA), SPU Energy Assistance Program, LIHEAP
    (federal energy assistance program) Childcare, Food Programs, Healthcare and other
    benefits such as Seattle Vocational Institute (SVI) and Earned Income Tax Credit (EITC).

3. **Who are the racial / ethnic groups affected by this program, policy or practice? How
    will each group be affected? What are the racial disparities related to this project?**

    All racial and ethnic groups are affected by this program. Barriers may include lack of
    resources or "know how" for customers who have Limited English Proficiency (LEP), cultural
    competency on various ethnic communities and outreach practices that may not fit the
    ethnic communities.

4. **How does the proposed action expand opportunity and access for individuals
    (including immigrants and refugees)?**

    The People Point program is fundamentally about expanding access for individuals. The
    proposed recommendation will include cultural competency within various communities
    including new/existing immigrants and refugees.

5. **How does the proposed action promote racially inclusive collaboration and civic
    engagement? Is there community support for or opposition to the proposal? Why?**

    There is still a lot of opportunity to improve racially inclusive collaboration and civic
    engagement. There is support from the community but due to the timeline, timely
    participation from other important community voices and experiences may be limited.

6. **How does the proposed action affect systemic change (address institutional racism)?**

This proposed action may affect systemic change in various ways. First, the comprehensive effort of training, measuring and evaluating effectiveness will send a clear message that our actions have to be intentional and respectful of the diverse communities that we are serving. Second, centralizing the outreach effort is essential for effectiveness as well as cost benefit analysis. This will help overseeing overall effort and that Best Practices are utilized.

7. **How does the proposed action educate on racial issues?**
Cultural Competency Training, improving upon best practices and overall program & outreach measurement & evaluation will help promote education and on-going use of best practices. Specific goals and measurement of who we are serving, which communities are receiving contract funds and other resources provide an indicator if we are reaching various communities in an equitable and respectable manner. The partnerships with our "trusted advocate model" will also help us to learn more about their communities.

8. **How does the proposed action support work force equity and/or contracting equity?**
Understanding who, how and where our programs funds are disseminated is an important indicator in providing equitable contracting practices. It is not enough to be present and have partnerships between various grassroots CBOs; this model should include measurements as well as follow-up analysis for on-going improvement.

9. **How does this action help to achieve greater racial equity? Describe the resources, timelines, and monitoring that will help ensure success.**
The proposed centralized outreach model should achieve the goal of assessing program measurement, success and on-going improvement. Another potential is "spot audits" to help ensure that best practices are exercised and achieved across the board. The timeline for revamping outreach should be staggered and on-going feedback & dialogue from front line staff as well as intake staff who are out in the field.

10. **Are there any unintended consequences on racial equity? Are there strategies to mitigate any negative impacts?**
There may be potential unintended consequences; however, honest and holistic program measurement and accountability should help to mitigate the inequities. A six month evaluation would be very helpful.

ATTACHMENT 1: Memo from the Mayor about the RSJ Budget and Policy Filter

Gregory J. Nickels
Mayor of Seattle

MEMORANDUM

DATE: March 11, 2008

TO: Department Directors

FROM: Mayor Greg Nickels

SUBJECT: Important Changes to the Budget Issue Paper process

I am pleased to announce changes to the Budget Issue Paper (BIP) process that will have a profound effect on the city's ability to implement and sustain the Race and Social Justice Initiative.

The Race & Social Justice Executive Change Team has proposed two Policy & Budget Filter questions that will be added to the BIP template. The Policy & Budget Filter questions will ensure equitable city policies and practices by reviewing BIP proposals within the framework of the Race & Social Justice Initiative and by screening for potential unintended consequences of increased inequity. Departments will be required to respond to these questions in each of the BIPs they submit to DOF for review. DOF Staff will be required to provide feedback to Departments and recommendations to me.

In order to facilitate implementation of the new RSJI Policy & Budget Filter, a training session will be required for both Departmental Finance Analysts and Department of Finance Analysts. The trainings will be hosted by members of the RSJ Executive Change Team and located in City Hall's Boards & Commission Room, L280 on the following dates and times:

DOF Analyst Training: Department Finance Training
Monday, April 7th, 1:30- 3:00 p.m.   Tuesday, April 8th, 2:30- 4:00 p.m.
City Hall   City Hall
Boards & Commissions Room L280   Boards & Commissions Room L280

As you know, fairness and inclusion are the cornerstones of my priorities for the City of Seattle. All of us who work in city government have a role to play in achieving race and social justice for everyone, and the budget process is central to this effort.

I look forward to this next stage of work in advancing the Race and Social Justice Initiative. Thank you.

ATTACHMENT 2: RSJ Budget and Policy Toolkit Key Definitions

Definitions	
Budget issue paper	A proposal put forth by a City department to the Mayor that identifies an issue to be considered within the context of development of the City's budget, often including an increase or decrease in funding.
Budget and policy filter	A set of two questions designed to help (1) determine how newly proposed or updated policies (including budgets and legislation) align with RSJI and (2) screen for potential unintended consequences that might increase racial inequity. The purpose of these questions is to enable decision-makers to see a more complete picture when choosing a course of action on a proposal, not just a budget or political perspective.
Capacity building	Increasing the knowledge of and tools used by city staff to achieve race and social justice
Economic / contracting equity	Efforts to achieve equitable racial outcomes in the way the City spends resources, including goods and services, consultants and contracting
Immigrant and refugee access to services	Government services and resources are easily available and understandable to all Seattle residents, including non-native English speakers. Full and active participation of immigrant and refugee communities exists in Seattle's civic, economic and cultural life.
Institutional racism	Organizational programs, policies or procedures that work to the benefit of white people and to the detriment of people of color, usually unintentionally or inadvertently.
Multiculturalism	Equal rights and respect accorded to all cultural groups. Multiculturalism creates the conditions for understanding, respect and interaction between cultures and equality of opportunity for all cultures.
Outreach	Activities to contact and potentially develop working relationships with specific individuals and/or groups for purposes including, but not restricted to, sharing information, education, or service provision
Public engagement	Activities that enable community members to effectively engage in deliberation, dialogue and action on public issues and in the design and delivery of public services.
RSJ best practices criteria	Criteria to assess whether a given policy or program is effective at achieving race and social justice

Definitions	
Racial disparity	Differences in outcomes or community conditions based on race. Examples include different outcomes in health, education, environment and criminal justice outcomes based on race.
Racial equity	Advantage and disadvantage cannot be predicted based upon race.
Workforce equity	The City's overall workforce diversity reflects the diversity of the population living in Seattle. The City: • Meets voluntary federal diversity goals; • Increases upward mobility opportunities for workers in low-wage occupation groups with high concentrations of workers of color; • Increases diversity in occupational groups where overall diversity is low or some racial groups are significantly under-represented; and • Promotes fair and equitable access to advancement and career development opportunities for all employees.

ATTACHMENT 3: RSJI Departmental Liaisons

Julie Nelson	Glenn Harris	Jacque Larrainzar	Darlene Flynn	Elliott Bronstein	Brenda Anibarro
SOCR Director	RSJI Manager	Policy & Outreach Manager	Policy Analyst	Public Information	Policy Analyst
Tel: 3-7822	Tel: 3-5199	Tel: 4-4533	Tel: 4-0291	Tel: 4-0291	Tel: 4-4514
Department liaison for: • Executive • Human Services • Police	**Department liaison for:** • Fleets and Facilities • Economic Development • Housing	**Department liaison for:** • Executive Admin. • Seattle Center • Library • Neighborhoods	**Department liaison for:** • Public Utilities • Personnel • Transportation • Municipal Court	**Department liaison for:** • City Light • Information Technology • Fire	**Department liaison for:** • Planning and Development • Arts/Cultural Affairs • Parks and Recreation