



EQUITY AND EMPOWERMENT COMMISSION

Thursday, April 18, 2019, 6:30 to 8 p.m.
Lorraine H. Morton Civic Center
2100 Ridge Avenue, Evanston, Room 2402

AGENDA

1. **Call to Order/Declaration of a Quorum**
2. **Approval of meeting minutes of March 21, 2019**
3. **Public comment**
4. **Recognition of Mario Vela's Service**
5. **For Discussion**
 - a. Revised Draft Equity Framework
 - b. Reconciliation and Reparations
6. **Staff Reports**
 - a. Social Services Evaluation Update
 - b. Language Access Policy Update
 - c. Rules Committee in June
 - d. Garrett Theological Community Gathering
 - e. YWCA Equity Summit
7. **Items for communication**
8. **Adjournment**

Next meeting:
Thursday, May 16, 2019
6:30 to 8:00 p.m.
Lorraine H. Morton Civic Center
2100 Ridge Avenue, Evanston
Room 2402

The City of Evanston is committed to making all public meetings accessible. Any citizen needing mobility, communications access assistance, or interpretation services should contact Dr. Patricia A. Efiom (847-448-8067) or Facilities Management (847-448-8052 for TDD). La Ciudad de Evanston se compromete a que todas las reuniones públicas sean accesibles. Cualquier persona que necesite asistencia para desplazarse, comunicarse o servicios de interpretación debe comunicarse con la Dra. Patricia A. Efiom (847-448-8067) o la Oficina de Administración de Instalaciones (847-448-8052 para TDD)



City of
Evanston™

EQUITY AND EMPOWERMENT COMMISSION

Thursday, March 21, 2019, 6:30 to 8:00 p.m.

Lorraine H. Morton Civic Center

2100 Ridge Avenue, Evanston, Room 2403

Members Present: J. Grover, M. Dillard, D. Holmes, K. Lyons, J. Corbier de Lara, T. Eberhart, A. Ibañez (6:50 p.m. arrival)

Members Absent: M. Vela, M. Wynne

Staff Present: P. Martínez, K. Richardson

AGENDA

1. **Call to Order/Declaration of a quorum**
Call to order at 6:40 p.m.
2. **Approval of meeting minutes of February 21, 2019**
Comm. Lyons moved to approve
Comm. Dillard second
Approved 6-0
3. **Public comment**
One resident spoke about equity, environmental justice, natural disaster recovery, and praised Sarah Flax's work.
4. **Social Services Evaluation Presentation**
Deputy City Manager, Kimberly Richardson, provided an overview of the social services assessment she is leading with the help of other staff, and how equity will be part of the review process.

Ms. Richardson explained the group of staff helping with the review will be going through training. Staff is comprised of Parks, Recreation, and Community Services, Community Development, and Health Department.

Commissioners inquired as to how the commission can add value to the effort. Equity and Empowerment work will be an umbrella statement to the evaluation.

Chair Grover requested that this becomes a standing item on the agenda, to provide feedback that will help shape the final frame work.

5. **For Discussion**

a. **Draft Equity Framework**

Chair Grover presented the latest version of the draft plan, which contains a revised version of the community engagement strategy, and simplified definitions.

Comm. Dillard asked to simplify the terms in order not to marginalize other groups and allow the commission to gain support for the framework.

Comm. Eberhart indicated he did not agree with all of the proposed changes to the definitions, because he does not want to exclude other disadvantaged groups and it is important to mention them.

Comm. Corbier de Lara said she agreed with Comm Eberhart, but did not have a problem with making race a central issue.

Comm. Lyons suggested changing the language to “examples of marginalized/disadvantaged include:”

Ms. Richardson asked who the intended audience, and that Evanston terminology is missing.

Chair Grover suggested adding the Evanston terminology under the community engagement strategy, and clarified that the document is intended for all Evanston residents, employees, City Council, and anyone outside of Evanston who is interested in equity.

The following suggestions were noted in the definitions:

- Remove the last sentence under “privileged”
- Soften the last sentence under “disadvantaged”

Definitions subcommittee will revise and bring forth a new draft.

The data analysis group will compile census data, CDGB data, City reports/plans, and relevant comparable data from other communities.

Comm. Ibañez suggested the commission explains in the document why the framework is lead with race.

Comm. Lyons suggested adding that the tool can be applied to identify other inequities with other groups.

6. **Items for communication**

Paulina Martínez informed the commission that they Language Access Group met on March 12. The group is composed of 15 staff members that are public facing, and represent every department in the City. She explained

the group was given background information on the topic, and they will meet monthly. The next meeting is April 9.

7. **Staff Reports**

- a. City Council 2019-2020 goals (adopted)
Comm. Holmes reported that she attended the City Council meeting on March 2, and that Equity was added as a goal, although a discussion did not take place due to time constraints at the March 18 meeting.
- b. REAL Training
Comm. Grover provided a brief summary of the training. She explained this was the first of a two-part workshop.

8. **Adjournment**

Comm. Lyons moved to adjourn

Comm. Holmes second

Adjourned at 8:45 p.m.

Next meeting:
Thursday, April 18, 2019
6:30 to 8:00 p.m.
Lorraine H. Morton Civic Center
2100 Ridge Avenue, Evanston
Room 2402

Evanston Equity Framework

Central to the City of Evanston’s goal of becoming the most livable city in the United States is the commitment to achieve equity in the City’s operations for the benefit of all residents, city staff, and elected officials, especially for those historically underserved by the city and presently disempowered from civic participation by the structures and practices of racism, classism, sexism, ableism, ageism, ethnocentrism, chauvinism, environmental discrimination, heterosexism, and other forms of inequity.

The Evanston Equity Framework is a tool to improve planning, decision-making, and resource allocation to create more racially equitable policies and program. The Equity Framework applies principles, goals, and processes to address inequity at all levels of municipal governance. Institutionalizing use of a racial equity tool provides the opportunity to develop thoughtful, realistic strategies and timelines to advance racial equity. This Equity Framework supports and implements the Evanston City Council’s goal to “Ensure Equity in All City Operations.” [confirm 2019-21 Council goals]

The goals of the Evanston Equity Framework:

- A City of Evanston workforce that reflects the community it serves.
- Commitment to equity in decision-making, with transparency and collaboration.
- Equitable delivery of services, fair and just distribution of resources and opportunities.
- Inclusive and meaningful community outreach and engagement in planning, decision-making, and evaluation.
- Accountability for measurable outcomes.

The Equity Framework strives to understand and assess the impact of the City’s policies, programs, and operations by applying essential inquiries:

- **Stakeholder engagement:** Who is affected by the policy, program, practice, or decision and how can they be involved?
- **Systems and data analysis:** What has caused or contributed to the inequity and what does the data say?
- **Developing equitable solutions:** What are the desired results and outcomes? What are the best strategies for advancing racial equity or mitigating unintended consequences?
- **Accountability and communication:** How will we ensure accountability, communicate, and evaluate results?

Equity impact assessment

Stakeholder engagement

Ask the following questions to ensure that your outreach and engagement are inclusive:

1. Are all racial and ethnic groups that are affected by the policy, practice, or decision at the table?
2. How will the proposed policy, practice, or decision affect each group?
3. Who is most adversely affected by the issue being addressed?
4. How will the proposed policy, practice, or decision be perceived by each group?
5. Who faces racial barriers, bias, or exclusion, related to this issue?
6. How are people of different racial groups differently situated or affected by this issue?
7. Will the proposal have impacts in specific geographic areas (neighborhoods, areas, or regions)? What are the racial demographics of those living in the area?
8. Ideally, what would the racial composition of the leadership look like?
9. In what ways are stakeholders most affected by the issue already involved in addressing it? How can these efforts be supported and expanded?
10. What are the ways stakeholders adversely affected by the issue can be further engaged?
11. How can diverse community and leaders be engaged from the outset so they have a real opportunity to shape the solutions and strategies?
12. How can community engagement be inclusive, representative, and authentic?
13. How will stakeholders exercise real leadership and power?
14. Who can be allies and supporters, and how can they be engaged?
15. Who needs to be recruited or invited to join the effort to address the issue? Who will approach them? How? When? What will they be asked to do to get involved?
16. Who are the most affected community members who are concerned with or have experience related to this proposal? How have these community members been involved in the development of this proposal?
17. What has the public engagement revealed about the burdens or benefits for different groups?
18. What has the engagement process revealed about the factors that produce or perpetuate racial inequity related to this proposal?

Systems and data analysis

Use the questions below to guide you through a systems analysis to address key elements of systemic racialization, including history, culture, interconnected institutions and policies and racial ideologies:

1. What institutions are involved?
2. What factors produce or perpetuate racial inequity related to this issue?

DRAFT

3. What social conditions or determinants contribute to the problem, such as poverty, housing segregation, education?
4. What other compounding dynamics are involved (such as income or gender inequities)?
5. What cultural norms, myths, or popular ideas justify or maintain the problem?
6. Does the policy, practice or decision worsen or ignore existing disparities?
7. Based on the above responses, what revisions are needed in the policy, practice, or decision?
8. What are the key causes, contributing factors, and cumulative impacts?
9. What can be learned from prior efforts to solve the problem or change the system?
10. What solutions or interventions could eliminate the inequities?
11. What strategies could result in systemic change and advance equitable solutions?
12. What does population level data say about existing racial inequities? What does it say about root causes or factors influencing racial inequities?
13. What performance level data is available for the proposal? This should include data associated with existing programs or policies.
14. Are there data gaps? What additional data would be helpful in analyzing the proposal? If so, how to obtain better data?

Developing equitable solutions

The following questions can help ensure that targeted strategies will address inequity:

[note: need to edit these to third person]

1. What racial disparities do you want to eliminate, reduce, or prevent?
2. What groups most adversely affected by the current problem do you want to benefit?
3. How can those most adversely affected by the issue be involved in solving it?
4. Is there a specific change in policy that could help produce more equitable outcomes?
5. What are potential unintended consequences? What are ways to minimize any negative impacts that may result? What opportunities exist for increasing racial equity?
6. How will the proposed solution address root causes and advance systemic change?
7. What positive principles or shared values are reflected in the proposed reform?
8. Does the proposal have clear goals, plans, and timetables for implementation, with sufficient funding, staffing, public reporting, accountability, and evaluation?
9. How will the proposal increase or decrease racial equity?
10. Are there complementary strategies that can be implemented? What are ways in which existing partnerships could be strengthened to maximize impact in the community? How can stakeholders be engaged for long-term positive change?

Examples of what this looks like in practice:

DRAFT

1. A reduction of hours at a community center includes conversations with those who use the community center as well as staff who work there.
2. Before implementing a new penalty fee, people from the demographic most represented in those fined are surveyed to learn the best ways to minimize negative impacts.
3. [other examples?]

[Accountability and communication: How will we ensure accountability, communicate, and evaluate results?]

The Evanston Equity Framework can be used at multiple levels, and in fact, doing so, will increase its effectiveness.

- **City staff:** Use of the Equity Framework by staff provides the opportunity to integrate racial equity across the breadth – meaning all governmental functions – and depth, meaning across hierarchy. For example, policy analysts integrating racial equity into policy development and implementation, and budget analysts integrating racial equity into budget proposals at the earliest possible phase, increases the likelihood of impact. Employees know their jobs best and will be best equipped to integrate racial equity into practice and routine operations.
- **Elected officials:** Elected officials can employ the Equity Framework to set broad priorities, bringing consistency between values and practice. The integration of an Equity Framework can be reflected in the City’s Council’s goals and priorities, in direction to senior staff, and in the City Council’s inquiries, to put theory into action.
- **Community-based organizations:** Community-based organizations can use the Equity Framework to ensure accountability. In addition, community based organizations can use a similar or aligned racial equity tool within their own organizations to also advance racial equity.

Community Engagement

The City of Evanston values meaningful community engagement that contributes to the development and implementation of City programs, policies, and services decisions and provides the City Council and staff with the best possible information and community expertise to inform decision making. The City strives for community engagement in support of its Equity Framework and equity goals that is:

- Inclusive
- Relevant
- Consistent
- Coordinated
- Accountable

Community engagement must facilitate public input to decision making through effective and efficient communications, outreach, involvement, collaboration, and empowerment, and will include communities that have historically been excluded.

[This policy is supplemented by the Public Engagement Policy, which will guide the implementation of the policy and outlines the key administrative components of community engagement.]

Application:

Community engagement is an integral part of decision-making in all phases of City policies, programs, and services:

- Design
- Implementation
- Evaluation
- Changes, revisions, elimination
- Responding to a community-initiated request

This Policy applies to the City's policies, programs, and services that have an impact on the public, whether they are planned and delivered by City staff, or by external contractors or community volunteers.

Role of decision makers

City staff and elected officials must strive for the best understanding of the public's perspective on topics and issues, consider community input and expertise in decision making, and communicate to the public how their input was used and why decisions were made. Community engagement offers opportunities for City staff and elected officials to:

- Strengthen their role as community representatives through a better understanding of the public interests;

DRAFT

- Identify areas where community engagement can and will make a meaningful difference;
- Promote and direct the public to community engagement opportunities;
- Carefully and thoughtfully consider public input as part of the decision-making process;
- Ensure community expectations for community engagement opportunities and influence are balanced with the awareness of resource capacity, fiscal realities, and other important context and considerations; and
- Clearly explain the rationale for decisions and how public input was used in decision-making.

This shall be achieved with the leadership of the Evanston City Council, with understanding enhanced by their participation in racial equity training(s) and consideration of other best practices in municipal community engagement.

Principles

The following principles will guide the City's community engagement:

- **Respectful:** The City shall support opportunities for civil discourse and promote public engagement among the City Council, City staff, stakeholders, and residents that is based in principles of respect.
- **Shared responsibility:** The City shall engage stakeholders in an authentic way that contributes to equitable and sustainable solutions to challenging issues.
- **Relationship-building and perspective-seeking:** The City's public engagement shall value all perspectives and community experiences recognize that respect and equitable processes foster trust and stronger relationships.
- **Proactive, timely, and transparent:** The City shall share clear, concise, and timely information to stakeholders and communicate how their input is considered and incorporated into decision-making.
- **Inclusive and accessible:** The City's public engagement shall include, but is not limited to, language accessibility, physical accessibility, and plain language.
- **Best practices:** The City shall embrace innovation and seek to co-create better engagement processes.

Public engagement spectrum

The public engagement spectrum assists with the selection of the level of participation that defines the public's role in any process:

- **Inform:** The City provides the public with balanced and objective information to assist in understanding the problem, alternatives, opportunities and/or solutions.
- **Consult:** The City consults with the public for feedback and perspectives that are considered for analysis, alternatives, or decisions.
- **Involve:** The City works directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

DRAFT

- Collaborate: The City partners with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution
- Empower: The public is empowered to make decisions directly or on behalf of the City.

Supporting activities for community engagement

The City's public engagement activities will be supported by:

- Communications: Accessible, clear, and transparent communications underlies all four levels of the public engagement spectrum.
- Project management: Carrying out engagement within a project management process.
- Relationship Building: Developing and enhancing relationships through meaningful dialogue based on respect and trust.
- Capacity Building: Providing the knowledge and tools to engage by building capacity internally and within communities.
- Leadership Development: Building community and staff leadership by facilitating leadership development opportunities such as racial equity trainings and involvement in municipal government including commissions and working committees.

Tools and methods

The City can employ a variety of tools and methods to serve its public information and community engagement goals, including:

Blog posts	Public meetings
Briefings	Seminars
Coffee With a Cop	Summits
Committees	Social media
Community events	Surveys
Drum circles	Town hall meetings
Conference calls	Visioning exercises
Facebook live	Ward meetings
Focus groups	Webinars
Newsletters	Website, webpages
Presentations	Workshops
Public comment	

Definition and implications of Community Empowerment

Generally speaking, community empowerment refers to the process of enabling communities to increase control over their lives and in the context of a municipal civic engagement commitment and process it refers to enabling community members, in particularly historically excluded communities in municipal decision-making. "Enabling" implies that people cannot "be empowered" by others; they can only empower themselves by acquiring more of power's different forms. It assumes that people are their own assets, and the role of the external agent is to catalyze, facilitate or "accompany" the community in acquiring power.

DRAFT

Community empowerment, therefore, is more than the involvement, participation or engagement of communities. It implies community ownership and action that explicitly aims at social and political change and requires leadership development such as racial equity training(s) and participation at various levels of municipal government including commissions and working committees. Community empowerment is a process of re-negotiating power in order to gain more control. It recognizes that if some people are going to be empowered, then others will be sharing their existing power and giving some of it up.

[INSERT DATA ANALYSIS]

DRAFT

Definitions and concepts

The following definitions and concepts¹ will help guide the implementation of the Evanston Equity Framework.

Privileged/Dominant persons and groups are systematically advantaged by society not because of earned merit but solely on the basis of their personal/group identity. Privileges are benefits available to some but not others, and usually at the expense of others, based on dominant social group membership. ~~In our society, those who live with unearned privilege are able-bodied, adult, Christian, cis-gendered, heterosexual, U.S born, English-speaking, with citizenship, male, wealthy, and white-skin-colored.~~

Marginalized/Disadvantaged persons and groups are systematically disadvantaged by society not because of deserved mistreatment but solely on the basis of their personal/group identity. ~~In our society, those who live with undeserved mistreatment are black, brown, red, olive, and yellow-skin-colored, disabled, female, lesbian, gay, bisexual, transgender, queer, intersex, or asexual, poor, young or old, foreign born, without citizenship, non-English-speaking, and non-Christian.~~

Social identity describes the totality of a person's individual make-up, including age, living/working environment, ethnicity, gender, physical or mental ability, race, socioeconomic status, sexual orientation, and religion. Social location describes persons' existence in society as determined by their individual identities in relationship to others and society. Most everyone has some identities that entail unearned privilege and yet others that include undeserved disadvantage. For example, a poor, white male may be privileged in our society because of his gender and race but disadvantaged because of his economic status, whereas a wealthy black female might be privileged due to her class position but still unfairly disadvantaged and even disrespected, regardless of her professional achievements, solely because of her gender and race.

Diversity represents the various differences that exist among social identity groups and persons, including but not limited to ability or disability, age, class, gender and sexuality, living/working environment, marital status, physical appearance, race and ethnicity, and religion. ~~Absent an equity perspective, diversity and multicultural approaches most often end at the recognition and celebration of differences without also addressing the ways these differences are directly related to social group inequities.~~ "Diverse" and "multicultural" approaches can end simply at the recognition and celebration of these differences --- it is important to also address the ways these differences relate to inequity.

¹ For a more in-depth exploration, see *Readings For Diversity And Social Justice, 4th edition* (New York: Routledge, 2018), edited by Maurianne Adams, Warren J. Blumenfeld, D. Chase J. Catalano, Keri Dejong, Heather W. Hackman, Larissa E. Hopkins, Barbara Love, Madeline L. Peters, Davey Shlasko, and Ximena Zúñiga.

DRAFT

Inequity is based in socially-constructed beliefs that differentiate and then rank personal and social identities in a hierarchy of value and importance. White racism, for example, is rooted in the unscientific and unverifiable belief that lighter skin-colored persons are of greater worth than darker skin-colored persons. At the same time, inequity is also the social practice of conferring unequal privilege, power, advantage, respect, and validity to persons and groups based upon their social location in that hierarchy. Those who are deemed disabled in our society, for example, face a host of practical challenges as they navigate systems, built environments, and attitudes that those deemed fully-abled do not. Inequities function at three overlapping levels of society: the interpersonal (micro), the institutional (meso), and the structural/systemic (macro). Finally, inequities are manifest through indirect and direct acts, including discrimination, stereotyping, microaggression, exclusion, disempowerment, marginalization, degradation, disrespect, violence, and more.

Equity is a goal for the full and equal fair participation of persons of all social identities in communities, institutions, and society structured for the benefit of everyone. Equity is also a process marked by inclusive access, democratic empowerment and participation, respectful engagement, and the socially fair and ecologically sustainable distribution of goods and services for all persons, groups, and places.

Intersectionality is a perspective that recognizes how multiple forms of inequity overlap to disadvantage the most marginalized social groups in society. For example, persons who are poor, black, and transgender will experience greater and more exponentially-harmful levels of discrimination and disempowerment than those who are wealthy, white, and cis-gender, heterosexual, and female. At the same time, an intersectional perspective rejects attempts to reduce all inequities into one primary form of discrimination, understanding that each form of inequity has unique causes, dynamics, and consequences. Not all forms of discrimination are tied to class status, for example, or to race, or to gender/orientation, or to ability. An intersectional approach therefore seeks to recognize the connections between inequities while not collapsing analyses of problems and proposals for equitable solutions.

An Equity Framework is designed to ensure the achievement of equity in decisions, policies, programs, and budgets. Since society is presently structured for the benefit of some and the disadvantage of others, inequities will continue to be perpetuated, including by individuals and institutions that don't understand themselves to be discriminatory, unless direct, explicit, and focused attention is given to achieving the goal of equity through equitable processes.

Ableism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those deemed fully-abled and disadvantage those deemed dis-abled by society.

Ageism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit adults and disadvantage children, youth, and the elderly in society.

DRAFT

Chauvinism in its nationalistic form is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those who are born in the United States, are U.S. citizens, and/or speak English and disadvantage **those who do not hold those identities**. ~~are not born in the United States, are not U.S. citizens, and/or do not speak English.~~

Classism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those who are wealthy and disadvantage those who are poor in society.

Environmental Discrimination operates through an inequitable system of interpersonal, institutional, and structural beliefs and practices that environmentally benefit dominant groups (e.g., rich, white) and environmentally disadvantage marginalized groups (e.g., poor, black) in society.

Ethnocentrism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit European-American, Northern, and Christian cultures and disadvantage all other ethnic, regional, and a/religious cultures. **It considers the former cultures to be superior.**

Heterosexism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those who are heterosexual and cisgender and disadvantage those who are **not heterosexual, for example**: lesbian, gay, bisexual, transgender, queer, intersex, or asexual.

Racism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those deemed white and disadvantage those deemed non-white by society.

Sexism is an inequitable system of interpersonal, institutional, and structural beliefs and practices that benefit those deemed male/masculine and disadvantage those deemed female/feminine by society.

Race Equity and Inclusion Action Guide



embracing
equity



7 STEPS TO ADVANCE AND EMBED RACE EQUITY
AND INCLUSION WITHIN YOUR ORGANIZATION

THE ANNIE E. CASEY FOUNDATION

CONTENTS

1	Foreword
2	Introduction
3	7 Steps to Advance and Embed Race Equity
4	STEP 1: ESTABLISH AN UNDERSTANDING OF RACE EQUITY AND INCLUSION PRINCIPLES
6	STEP 2: ENGAGE AFFECTED POPULATIONS AND STAKEHOLDERS
7	STEP 3: GATHER AND ANALYZE DISAGGREGATED DATA
8	STEP 4: CONDUCT SYSTEMS ANALYSIS OF ROOT CAUSES OF INEQUITIES
9	STEP 5: IDENTIFY STRATEGIES AND TARGET RESOURCES TO ADDRESS ROOT CAUSES OF INEQUITIES
10	STEP 6: CONDUCT RACE EQUITY IMPACT ASSESSMENT FOR ALL POLICIES AND DECISION MAKING
11	STEP 7: CONTINUOUSLY EVALUATE EFFECTIVENESS AND ADAPT STRATEGIES
12	Conclusion
13	Endnotes

About the Annie E. Casey Foundation

The Annie E. Casey Foundation is a private philanthropy that creates brighter futures for the nation's children by developing solutions to strengthen families, building paths to economic opportunity and transforming struggling communities into safer and healthier places to live, work and grow.

Acknowledgments

This guide was written in partnership with Terry Keleher, thought leadership and practice specialist at Race Forward: The Center for Racial Justice Innovations and uses tools he developed, in addition to tools developed by the Foundation. Thought partnership and technical assistance provided by PolicyLink and Race Matters Institute, a project of Just Partners, Inc.

Copyright 2014. The Annie E. Casey Foundation.

Permission to copy, disseminate or otherwise use information from this report is granted as long as appropriate acknowledgment is given.

FOREWORD

The mission of the Annie E. Casey Foundation is to make sure all kids in the United States have a bright future. The simple and tragic fact, borne out in the data we have gathered and in the stories of the communities in which we have worked for decades, is that children of color have a much steeper hill to climb toward that north star.

The U.S. population is becoming increasingly diverse. By 2018, the majority of children in this country will be children of color. Given these changing demographics, we must act urgently. The price of letting any group fall behind, already unacceptably high, will get higher.

If we expect to help all children succeed, we must do more than closing gaps and pointing to disparities. All of our work must strive to achieve race equity, a state in which all children have the same opportunity to reach the potential we know they have.

Achieving the goal of race equity, of truly removing the fortified racial barriers our country has built over time, requires dedicated people using sophisticated tools to incorporate race equity and inclusion at every stage of their work for social change. The seven steps outlined in this new Action Guide represent an important advancement in those tools. Following these steps will help ensure that strategies to help children, families and communities are informed from the beginning by the knowledge and data on race that we know are critical to achieving results for a whole population.

Even for those who have worked on issues of race for years, these steps can feel uncomfortable, difficult and new. Those of us working for change know that embracing that discomfort, something Jim Casey called “constructive dissatisfaction,” is how we make things better. I look forward to the progress we can make together with the help of this guide.

Patrick McCarthy
President and CEO
The Annie E. Casey Foundation

INTRODUCTION

For more than a century, many foundations in the United States have been struggling with issues of race equity and inclusion. Even for foundations whose missions seem to transcend race or ethnic division or defy categorization, the systemic and structural barriers for people of color in our society have most certainly, and consistently, eaten away at the ability of foundations to be effective.

We at the Annie E. Casey Foundation have come to understand that we will never fully achieve the results we seek without incorporating a race equity and inclusion lens in every facet of our work. This understanding has prompted a shift in our thinking from identifying disparities that separate different types of children to creating equitable opportunities that help all children thrive.

Race holds a central place in our society's deepest and most persistent patterns of social inequities, exclusion and divisions. Racial disparities, discrimination and segregation are widespread and continue to undermine our nation's social fabric. Without equity, economic stratification and social instability will continue to increase and far too many families and children will continue to lag behind. Without inclusion, many are marginalized economically, politically and culturally, facing bias and barriers when seeking basic opportunities for security and advancement.

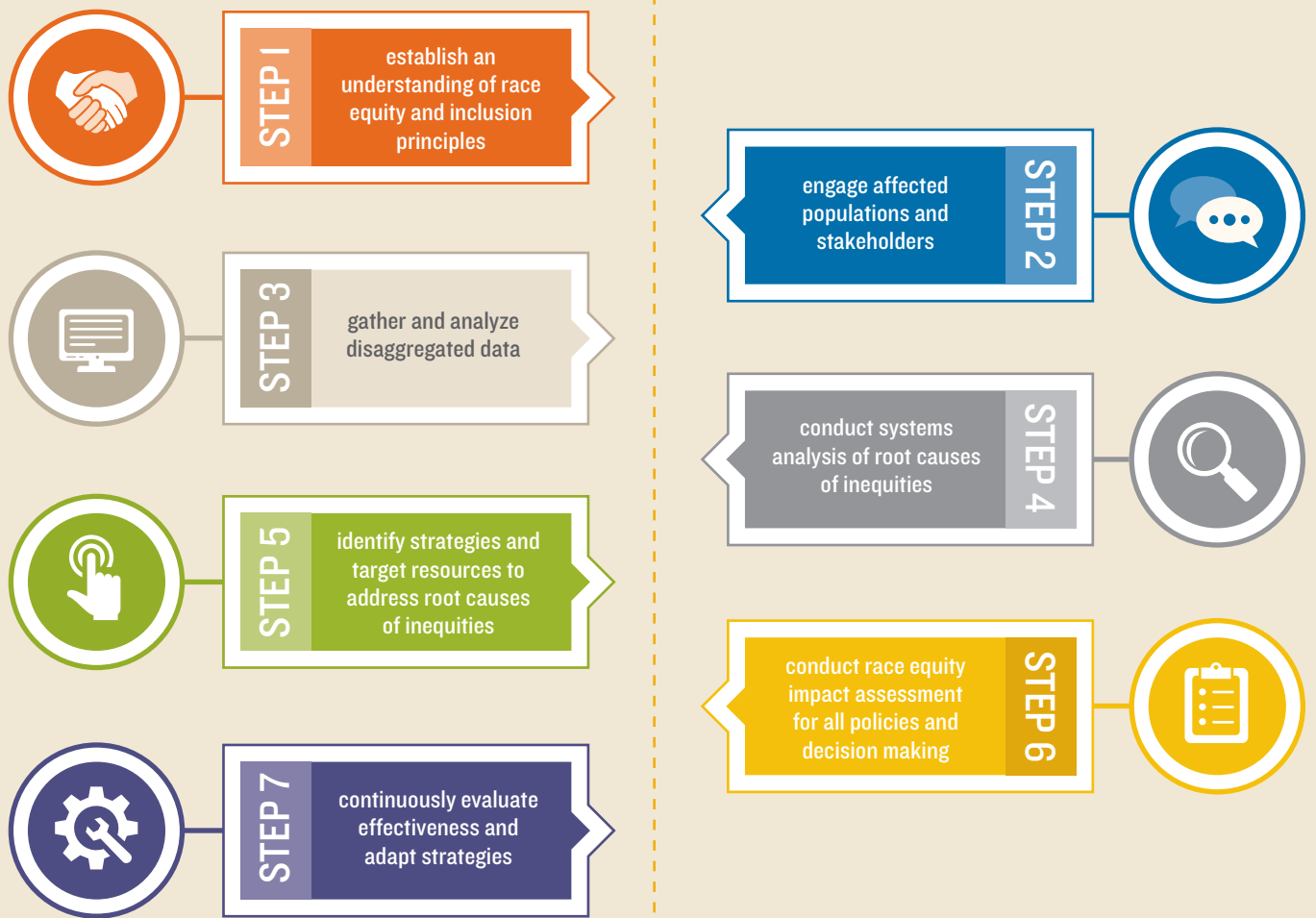
Race continues to play a defining role in one's life trajectory and outcomes. A complex system of racial bias and inequities is at play, deeply rooted in our country's history, culture and institutions. This system of racialization — which routinely confers advantage and disadvantage based on skin color and other characteristics — must be clearly understood, directly challenged and fundamentally transformed. If our nation is to live up to its democratic ideals — that all people are created equal and treated fairly — then racial equity and inclusion must be at the forefront of how we shape our institutions, policies and culture.

The purpose of this guide is to add to the resources already created by partners who have been working in this field by demonstrating how a race equity lens can be adopted by foundations or other organizations that work directly with systems, technical assistance providers and communities. Our aim is to provide key audiences with transferrable insights and tools that can help them understand what steps to take to make sure they are creating equitable opportunities for the populations they serve.

Additional tools and resources to help deepen understanding and mastery of each step are available at racialequitytools.org and storify.com/RJResourceguide.

7 KEY STEPS

Advancing race equity and inclusion can sometimes seem daunting and often leaves many wondering how and where to start. The steps in this guide help to provide a clear frame for undertaking this important work.





STEP 1

ESTABLISH AN UNDERSTANDING OF RACE EQUITY AND INCLUSION PRINCIPLES

Often, race-focused conversations derail because people are using the same terms in different ways. One of the challenges of communicating effectively about race is to move people from the narrow and individualized definition of racism to a more comprehensive and systemic awareness. To illuminate racism we need to “name it, frame it and explain it.”

Building a proactive framework for addressing issues of race begins with having a clear understanding and vision of racial equity and inclusion. It is not enough to be able to critique and react to race inequities. We also need to know how to create and proactively build racial equity. Establishing a shared language to present data, describe conditions and outcomes and identify root causes of inequities serves an important function. A common language creates a narrative that makes it easier to communicate the commitment to racial equity, both internally and externally, and it creates a platform for coordinated work toward equitable outcomes.

People find it hard to talk about race without feeling blame, shame, guilt and grievances — which do little to move us forward. When engaging others in this very difficult conversation, try to shift the conversation to one focused on

causes, effects, systems and solutions. Use the basic elements of effective issue framing to make the case by articulating:

- Shared values at stake
- The problem
- The cause
- The solution
- The action needed

These elements help to create a complete frame that is clear, concise, compelling and convincing. Use personal stories to illustrate systemic patterns and familiar elements (characters, setting, action and conflict) to make your story memorable. Always project positive and widely shared values such as fairness, equity, inclusion, unity and dignity.

The following are definitions of core concepts that can help groups develop a shared language for race equity and inclusion.

CORE CONCEPTS

Equity is defined as “the state, quality or ideal of being just, impartial and fair.”¹ The concept of equity is synonymous with fairness and justice. It is helpful to think of equity as not simply a desired state of affairs or a lofty value. To be achieved and sustained, equity needs to be thought of as a structural and systemic concept.

Systematic equity is a complex combination of interrelated elements consciously designed to create, support and sustain social justice. It is a robust system and dynamic process that reinforces and replicates equitable ideas, power, resources, strategies, conditions, habits and outcomes.

Inclusion is the action or state of including or of being included within a group or structure.² More than simply diversity and numerical representation, inclusion involves authentic and empowered participation and a true sense of belonging.

Racial justice is the systematic fair treatment of people of all races that results in equitable opportunities and outcomes for everyone.³ All people are able to achieve their full potential in life, regardless of race, ethnicity or the community in which they live. Racial justice — or **racial equity** — goes beyond “anti-racism.” It’s not just about what we are against, but also what we are for. A “racial justice” framework can move us from a reactive posture to a more powerful, proactive and even preventative approach.

Race is a socially constructed system of categorizing humans largely based on observable physical features (phenotypes) such as skin color and on ancestry. There is no scientific basis for or discernible distinction between racial categories. The ideology of race has become embedded in our

identities, institutions and culture and is used as a basis for discrimination and domination.⁴

The concept of **racism** is widely thought of as simply personal prejudice, but in fact, it is a complex system of racial hierarchies and inequities.

At the micro level of racism, or individual level, are internalized and interpersonal racism. At the macro level of racism, we look beyond the individuals to the broader dynamics, including institutional and structural racism.

Internalized racism describes the private racial beliefs held by and within individuals. The way we absorb social messages about race and adopt them as personal beliefs, biases and prejudices are all within the realm of internalized racism. For people of color, **internalized oppression** can involve believing in negative messages about oneself or one’s racial group. For white people, **internalized privilege** can involve feeling a sense of superiority and entitlement, or holding negative beliefs about people of color.

Interpersonal racism is how our private beliefs about race become public when we interact with others. When we act upon our prejudices or unconscious bias — whether intentionally, visibly, verbally or not — we engage in interpersonal racism. Interpersonal racism also can be willful and overt, taking the form of bigotry, hate speech or racial violence.

Institutional racism is racial inequity within institutions and systems of power, such as places of employment, government agencies and social services. It can take the form of unfair policies and practices, discriminatory treatment and

inequitable opportunities and outcomes. A school system that concentrates people of color in the most overcrowded and under-resourced schools with the least qualified teachers compared to the educational opportunities of white students is an example of institutional racism.

Structural racism (or structural racialization) is the racial bias across institutions and society. It describes the cumulative and compounding effects of an array of factors that systematically privilege white people and disadvantage people of color.⁵ Since the word “racism” often is understood as a conscious belief, “racialization” may be a better way to describe a process that does not require intentionality. Race equity expert John A. Powell writes: “‘Racialization’ connotes a process rather than a static event. It underscores the fluid and dynamic nature of race... ‘Structural racialization’ is a set of processes that may generate disparities or depress life outcomes without any racist actors.”⁶

Systemic racialization describes a dynamic system that produces and replicates racial ideologies, identities and inequities. Systemic racialization is the well-institutionalized pattern of discrimination that cuts across major political, economic and social organizations in a society. Public attention to racism is generally focused on the symptoms (such as a racist slur by an individual) rather than the system of racial inequality.

Like two sides of the same coin, **racial privilege** describes race-based advantages and preferential treatment based on skin color, while **racial oppression** refers to race-based disadvantages, discrimination and exploitation based on skin color.



EQUALITY VS. EQUITY

Equity involves trying to understand and give people what they need to enjoy full, healthy lives. **Equality**, in contrast, aims to ensure that everyone gets the same things in order to enjoy full, healthy lives. Like equity, equality aims to promote fairness and justice, but it can only work if everyone starts from the same place and needs the same things.



STEP 2

ENGAGE AFFECTED POPULATIONS AND STAKEHOLDERS

Stakeholder Analysis Guide

The following questions can help ensure you have a powerful mix of stakeholders to help leverage change.

1. Who is most adversely affected by the issue being addressed? Who faces racial barriers or bias, or exclusion from power, related to this issue?
2. How are people of different racial groups differently situated or affected by this issue?
3. Ideally, what would the racial composition of the leadership look like?
4. In what ways are stakeholders most affected by the issue already involved in addressing it? How can these efforts be supported and expanded?
5. What are ways stakeholders adversely affected by the issue can be further engaged?
6. How can diverse communities and leaders be engaged from the outset so they have a real opportunity to shape the solutions and strategies?
7. How can community engagement be inclusive, representative and authentic?
8. How will stakeholders exercise real leadership and power?
9. Who can be allies and supporters and how can they be engaged?
10. Who needs to be recruited or invited to join the effort to address this issue? Who will approach them? How? When? What will they be asked to do to get involved?

One of the impacts of systemic racialization is the exclusion of people of color from many avenues of decision making, civic participation and power. People of color, the most direct stakeholders in the elimination of racism and those with the most first-hand experiences with its effects, must have a role in social-change efforts along with whites. Strive to engage stakeholders who have active and authentic connections to their respective communities. It is important to ensure meaningful participation, voice and ownership. The sooner you can engage a diverse mix of stakeholders, the sooner you will be able to move from talk to action in creating equitable opportunities for the communities you seek to serve.

There is a difference between stakeholder engagement and empowerment. Engagement may simply involve getting input or limited participation. Empowerment involves taking leadership, making decisions and designing solutions and strategies at every phase of social-change efforts. A community-organizing model led by people of color and focused on building power can be a particularly important strategy for advancing racial justice.

Invest time in learning about the needs of the populations you are serving. Spend time understanding what other stakeholders are doing, examining what is working and then sharing the knowledge. This can help inform your work and allows early buy-in and support from the stakeholders and communities that you are serving. The sooner you can engage a diverse mix of stakeholders, the better. It is harder to bring new communities in once an organization has established its agenda, strategy and leadership. You can use a stakeholder analysis to assess whom you need on board to build a powerful mix of people to leverage change.



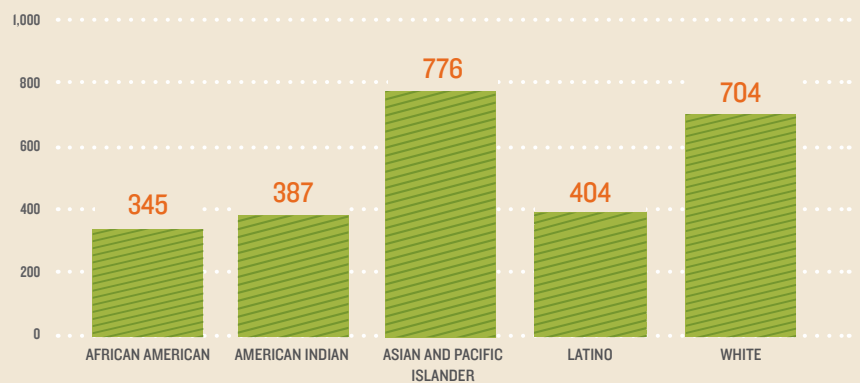
STEP 3

GATHER AND ANALYZE DISAGGREGATED DATA

Advancing race equity for the populations that we serve requires data. Typically, data are reported for whole populations or as aggregates. However, data in all focus areas of organizations and systems should be broken apart by race, gender and other demographic variables whenever the data are available. The collection, analysis and use of race and ethnicity data should be an integral part of the continuing improvement efforts, quality assurance, supervision and accountability processes of every organization and public system. If used both internally and with key contractual partners, these data can become an analytic tool to manage and effectively allocate resources necessary to help children and their families thrive. In addition, working with affected populations, it is critical to design a set of research questions that will help to identify the type of data needed. Too often during this step there is a tendency to work with the data that are available and not give as much attention to data that are needed but not readily available. Engaging stakeholders early on can help to determine what data should be included.

National Race for Results Index Scores

Disaggregated data should be broken apart by race, gender and other demographic variables. This graph is an example of disaggregating data by race.



NOTE: Racial and Hispanic origin categories are mutually exclusive.



STEP 4

CONDUCT SYSTEMS ANALYSIS OF ROOT CAUSES OF INEQUITIES

Systems Analysis Guide

You can use the questions below to guide you through a basic systems analysis. They address key elements of systemic racialization, including history, culture, interconnected institutions and policies and racial ideologies. Examining how racism interacts with other systems of privilege, oppression and power — such as gender and economic inequality — is another important facet of conducting a systems analysis.

1. What are the racial inequities, barriers or negative outcomes involved in the problem being examined? Who is burdened most and who benefits most?
2. What institutions are involved? What unfair policies and/or practices are involved?
3. What social conditions or determinants contribute to the problem (such as poverty, housing segregation, education)?
4. What other compounding dynamics are involved (such as income or gender inequities)?
5. What cultural norms, myths or popular ideas justify or maintain the problem?
6. How did things get this way and what are some of the cumulative impacts?
7. What are the key causes or contributing factors?
8. What solutions or interventions could eliminate the inequities?
9. What can be learned from prior efforts to solve the problem or change the system?
10. What strategies could result in systemic change and advance equitable solutions?

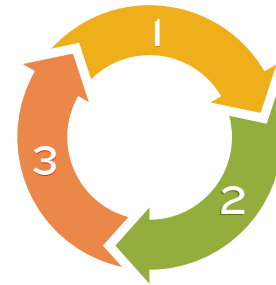
It is easy to get overwhelmed by the magnitude of systemic racism and all of its daily manifestations. Examining the root causes of differential outcomes takes into account the convergence of race, place, class and history. This type of analysis often yields a structural perspective that focuses on policies and practices that may unintentionally (and in earlier times, intentionally) reproduce racial inequities. To effectively challenge systemic racialization, we need to analyze systems in order to make informed and strategic decisions about how to interrupt and change inequitable patterns. A systems analysis, or structural racism analysis, helps us look at problems holistically, by considering the context and compounding dynamics, to uncover root causes and possible solutions.

Systems are composed of an organized array of interdependent and interacting components. Systems are generally self-perpetuating, self-correcting and constantly changing. To understand a system and its outcomes, look beyond the individual parts to see how different parts are interacting in the overall arrangements.⁷ Systems can be transformed by finding high leverage points that can induce and reinforce

ongoing change. While actions and gains are followed by reactions and retrenchments, these can be anticipated and counteracted with thoughtful planning.

A systems analysis is designed to:

I. Identify root causes and contributing factors



2. Surface possible strategies and solutions for addressing the problems

3. Help discern among the options generated which strategies and solutions can leverage desired changes and make transformative systemic impacts



STEP 5

IDENTIFY STRATEGIES AND TARGET RESOURCES TO ADDRESS ROOT CAUSES OF INEQUITIES

After conducting a systems analysis to identify the root causes of inequities, you can then begin to surface possible strategies and solutions for addressing the problems. Through thoughtful planning and engagement of key stakeholders and partners, you will create ways to shift your investments and resources to move solutions forward that can have transformative impacts on systems and communities.

Organizations and systems should target programs, resources, investments and strategies to those groups of people who are being left behind and to those who need them most. Ideal strategies and investments promote and advance increased opportunities and decrease disparities simultaneously. Racially equitable solutions and policy proposals have an explicit goal of eliminating racial disparities and increasing racial equity. It is tempting to use proxies such as socioeconomic status or place, but race requires specific, distinct and sufficient attention.

Reflect positive and shared values in your proposed solution — such as fairness, justice, equity, inclusion, dignity and unity. Proposed racially equitable solutions need to be

concrete and viable. Effective racial equity strategies should be specific, measurable, attainable, relevant and timely. Be sure your proposal includes realistic mechanisms to attain, sustain and expand success through sufficient funding, staffing, documentation, public reporting, accountability mechanisms and evaluation.

Conscious consideration of racial equity during planning and decision making helps counteract implicit or unconscious bias and prevent negative racial impacts.

A Guide to Developing Racially Equitable Solutions

The following questions can help ensure that targeted strategies and investments yield the greatest impact for children, families and communities of color.

1. What racial disparities do you want to eliminate, reduce or prevent?
2. What groups most adversely affected by the current problem do you want to benefit?
3. How can those most adversely affected by the issue be actively involved in solving it?
4. What is a specific change in policy that could help produce more equitable outcomes?
5. How will your proposed solution address root causes and advance systemic change?
6. What change do you ideally want (not just what you would settle for)?
7. What positive principles or shared values are reflected in this proposed reform?
8. Does the proposal have clear goals, plans and timetables for implementation, with sufficient funding, staffing, public reporting, accountability and evaluation?
9. Who can be allies and supporters and how can they be engaged?



STEP 6

CONDUCT RACE EQUITY IMPACT ASSESSMENT FOR ALL POLICIES AND DECISION MAKING

Race Equity Impact Assessment

These questions can help you begin your race equity impact assessment.

1. Are all racial and ethnic groups that are affected by the policy, practice or decision at the table?
2. How will the proposed policy, practice or decision affect each group?
3. How will the proposed policy, practice or decision be perceived by each group?
4. Does the policy, practice or decision worsen or ignore existing disparities?
5. Based on the above responses, what revisions are needed in the policy, practice or decision under discussion?

A racial equity impact assessment is a systematic examination of how a proposed action or decision will likely affect different racial and ethnic groups.

It is a useful tool for assessing the actual or anticipated effect of proposed policies, institutional practices, programs, plans and budgetary decisions. The racial equity impact assessment can be a vital tool to reduce, eliminate and prevent racial discrimination and inequities and prevent institutional racism.

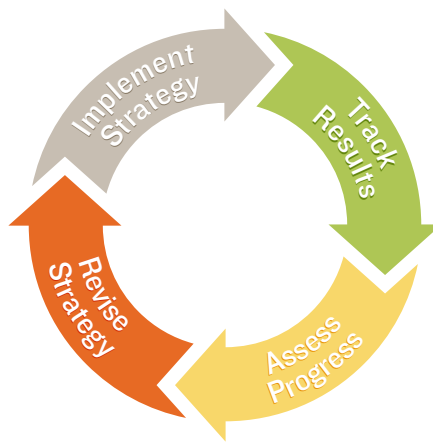
Racial equity impact assessments are best conducted during the decision-making process, prior to enacting new proposals. They can be used to inform decisions in a way very similar to environmental impact statements, fiscal impact reports and workplace risk assessments. Race Forward: The Center for Racial Justice Innovation and the Annie E. Casey Foundation have developed racial equity impact assessment toolkits to help policymakers, organizations, communities and advocates assess equity and remedy longstanding inequities.⁸



STEP 7

CONTINUOUSLY EVALUATE EFFECTIVENESS AND ADAPT STRATEGIES

Implementing investment strategies that promote policy change, system reform and program delivery are critical to removing barriers and increasing equitable opportunities to populations served. It is also important to consistently assess whether investments are accomplishing stated racial equity goals. Organizations and systems should be assessing equity progress at every turn and on an ongoing basis. Setting goals for the equity outcomes you are seeking, tracking results, measuring progress and implementing needed course adjustments are critical to effectively doing this work.



CONCLUSION

A lot of work to address issues of race focuses on remedying racial discrimination and inequities after they have occurred. Those racial inequities that often get addressed tend to be small in comparison to those that are not. Meanwhile, new manifestations of racism continue to emerge and outpace our mechanisms and capacities to solve them. Legislative bodies and the courts are rolling back key legal remedies and civil rights, increasingly embracing color blindness — the willful denial and avoidance of race that prevents racism from being acknowledged. If we are to get ahead of the curve, we need to focus more energy on a preventative strategy — stopping the racial inequities before they occur.

understanding of the most important principles and using your terms to tell the story. Identify the right stakeholders and affected populations to join you at the table. Examine disaggregated data, conduct systems analyses and design effective strategies. Measure the racial impact of your plan. Evaluate and adapt your strategies over time.

Everyone can be a race equity and inclusion leader and champion. Start right where you are with the people around you and use these seven steps to advance and embed race equity and inclusion within your organization.

Racial Justice

Racial justice can be used synonymously with racial equity. Notice, too, that racial justice is a systemic concept. Just as the production and replication of racism must be understood as a system to grasp its full meaning and impacts, racial justice also entails the systematic advancement and sustaining of equity. It is not just the absence of discrimination and inequities, but also the presence of deliberate systems and supports to achieve and sustain racial equity.

To do this, it is not enough for racial justice advocates to call out institutional racism. Racial justice advocacy today must be focused on preventing racism by institutionalizing racial equity.

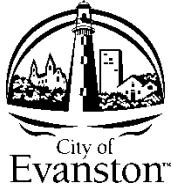
Though it may sound daunting, institutionalizing racial equity and preventing institutional racism can be done. Like anything else, it takes practice, partnering, learning and leadership. You can adopt, prioritize, incentivize and model equitable and inclusive practices in your own work — giving you the experience, expertise and credibility to help others do the same. Start by developing a common

ENDNOTES

- ¹ The Free Dictionary is a website that is comprised of a collection of dictionaries by subject including medical and legal together with free and subscription encyclopedias, in 10 languages (www.thefreedictionary.com/equity).
- ² The Free Dictionary is a website that is comprised of a collection of dictionaries by subject including medical and legal together with free and subscription encyclopedias, in 10 languages (www.thefreedictionary.com/inclusion).
- ³ Retrieved April 30, 2014, from www.raceforward.org/about
- ⁴ Omi, M. & Winant, H. (1994). *Racial formation in the United States: From the 1960s to the 1990s*. New York and London: Routledge.
- ⁵ Kochhar, R., Fry, R., & Taylor, P. (2011). *Wealth gaps rise to record highs between whites, blacks, Hispanics*. Washington, DC: Pew Research Center. Retrieved April 30, 2014, from www.pewsocialtrends.org/2011/07/26/wealth-gaps-rise-to-record-highs-between-whites-blacks-hispanics/
- ⁶ powell, j. a. (2013, September/October). Deepening our understanding of structural marginalization. *Poverty & Race*, 22(5).
- ⁷ powell, j. a., Heller, C. C., & Bundalli, F. (2011, June). *Systems thinking and race: Workshop summary and exercises*. Retrieved April 30, 2014, from http://diversity.berkeley.edu/sites/default/files/TCE_Star_WP_Training%20material%20Final%20Flint.pdf
- ⁸ The Annie E. Casey Foundation. (2006). *Race matters: Racial equity impact analysis – Assessing policies, programs and practices*. Baltimore, MD: Author. Retrieved April 30, 2014, from www.aecf.org/resources/race-matters-racial-equity-impact-analysis and www.raceforward.org/practice/tools/racial-equity-impact-assessment-toolkit



701 ST. PAUL STREET BALTIMORE, MD 21202 410.547.6600 WWW.AECF.ORG



Memorandum

To: Chair and Members of Equity and Empowerment Commission

From: Paulina Martínez, Assistant to the City Manager

CC: Patricia Efiom, Chief Equity Officer

Subject: Reconciliation and Reparations Discussion

Discussion:

At the request of Committee Chair Alderman Rue Simmons, staff has included Reconciliation and Reparations as a discussion item for the Equity and Empowerment Commission.