CITY OF OAKLAND

ADMINSTRATIVE INSTRUCTION

SUBJECT	City Race and Equity	NUMBER	580
REFERENCE	Ordinance 14-0457, OMC	EFFECTIVE	June 14, 2021
SUPERSEDE	None		

I.   PURPOSE

The Oakland City Council established the Department of Race and Equity (DRE) in 2015 with the mission to intentionally integrate, on a Citywide basis, the principle of "fair and just" in all the City does to achieve equitable opportunities for all people and communities in Oakland. The purpose of this Administrative Instruction is to provide guidance to the City Departments and staff for city-wide implementation.

II.   POLICY BACKGROUND

The 2018 Oakland Equity Indicators Report documented that, as in the entire U.S., race matters; almost every indicator of well-being showed troubling disparities by race for Black, Indigenous, People of color (BIPOC) in Oakland, with Black residents fairing the worst, followed by Latinos in most cases. The history of the U.S. documents the countless ways in which the disparities have been created and maintained, often inadvertently, through institutionalized policies and practices that contained barriers to opportunity for BIPOC populations. Because of this history and its impacts, the focus of the City's equity activities is on race and its intersections with other identities. Since race is the most consistent predictor of life outcomes it is necessary to focus on racial disparities, and their root causes, to close equity gaps. As the City makes changes in policy, spending and programs that removes barriers to equitable access, and addresses the root causes of historical inequity, more equitable results will follow.

While the pervasiveness of inequity caused by the racially targeted denial of access to opportunity throughout U.S. history creates the moral imperative for addressing barriers to wellbeing for all residents of the Oakland, there is also a powerful economic argument for ending racial inequity. In the Business Case for Racial Equity, funded by the Kellogg Foundation, "The Altarum [Institute] analysis found that, by 2030, closing the minority earnings gap would increase federal tax revenues by over $1 trillion and that even a 10% reduction in federal Medicaid and income support would reduce these safety net expenditures by nearly $100 billion. The increase in tax revenues and decrease in outlays would combine to produce over $1.1 trillion dollars annually that could be used to reduce the debt, lower taxes, or shift spending to other priorities." [i] This impact would translate to significant increases in state and local revenues as well.

The Department of Race and Equity was established to support all city departments with the right messaging, analysis and tools that enables the staff of the City to work to advance racial equity and close disparities in life outcomes. DRE is responsible for delivering programming that expands capacity to apply equity and social justice practices to City actions. Through this activity the City strives to integrate these practices into the City's strategic, operational and business plans; management and reporting systems for accountability and performance, and budgets to eliminate inequities and create opportunities for all people and communities.

III.   Race and Equity Theory of Change

A. **Vision** – To create a city where the diversity of Oakland has been retained, racial disparities have been eliminated and racial equity has been achieved.

B. **System Change Process** – Cultivate advocates and their capacity to focus on equity, build infrastructure and political will to support the change, employ new skills/tools to make changes, track and recognize progress.

C. **Action Areas**
    1. Increase awareness of racial inequity, it's root causes and how it is perpetuated by institutions and systems.

    2. Mobilize advocates to organize support for furthering a shared vision of racial equity through institutional leadership, equity teams and staff engagement in change efforts.

    3. Develop strategic plans and tools for analysis and resources for advancing racial equity goals, including specific racial equity outcomes.

    4. Train staff to apply pro-equity tools to change structures, policies, practices and procedures to further institutional transformation.

    5. Establish baseline disparity data, targets/benchmarks and processes to track and report outcomes.

    6. Collaborate with community and other institutions/partners to identify and address cumulative impacts of institutional and structural inequity in Oakland.

D. **Strategic Goals** - City departments are directed and supported by DRE to focus their efforts and resources in the following key areas:

    1. **Eliminate systemic racism in City government that contribute to disparities in life outcomes for Oakland residents.**

        By effectively identifying outcome disparities and removing barriers to opportunity for those most impacted by disparities, other disadvantaged groups who share similar obstacles and have been historically marginalized due to the pervasive and systemic nature of racism will also benefit. The result will be that all people in the City of Oakland, including people with low incomes, people with disabilities, LGBTQ communities, women, older adults and young people, will experience better outcomes when City systems remove barriers.

    2. **Promote inclusion and full participation for all residents of the City.**

        By effectively removing barriers to participation that may have previously prevented residents from successfully working with City government.
        Inclusive Engagement involves consulting all communities in ways that build trust, creates more effective services, programs and policies, supports community-led solutions and increases

accountability for City action. This also creates the opportunity for BIPOC communities to exercise agency and influence in City decision making that has been withheld through economic, political and social marginalization.

3. Reduce race-based disparities in our communities.

The [Oakland Equity Indicator Report](#) averaged all indicators in the framework, for an overall equity score of 33.5 (out of 100), demonstrating substantial room for improvement. The 12 Indicators that received the lowest possible score of a 1 indicating the most extreme levels of inequity exist between groups for these measures are examples of areas that, because of their seriousness would be considered high priority equity disparities.

They are (in the order they appear in the report) as follows:

    a. Education: Program Access – Suspensions
    b. Education: Teachers – Representation of Student Population
    c. Public Health: Child Health – Childhood Asthma Emergency Department Visits
    d. Public Health: Physical and Mental Health – Substance Abuse ER Department Visits.
    e. Housing: Displacement - Homelessness
    f. Public Safety: Incarceration – Adult Felony Arrests
    g. Public Safety: Incarceration – Jail Incarceration
    h. Public Safety: Incarceration – Prison Incarceration
    i. Public Safety: Law Enforcement – Use of Force
    j. Public Safety: Community Stressors – Homicides
    k. Public Safety: Community Stressors – Juvenile Felony Arrests
    l. Neighborhood and Civic Life: Built Environment – Pedestrian Safety; Serious and Fatal Pedestrian Accidents.

In addition to attending to population level disparities, the City will investigate and act on opportunities to address disparities in City contracting and workforce equity, and to address barriers to engagement for those most impacted by disparities to increase their participation in City processes.

IV.   GENERAL PROCEDURES

A. The City Administrator will establish implementation of equity action as a responsibility of Senior Staff/Department Directors. They will facilitate accountability and coordination by all branches, departments, agencies, and offices of City government regarding implementation of the fair and just principle of the City. Further, the City Administrator will support the City's equity and social justice practices through:

1. Including race and equity topics on regular meeting agendas as needed.

2. Establishing race and equity elements in Department Directors' Performance Objectives.

3. Authorizing topic workgroups to address emerging equity issues.

4. Removing barriers to advancing racial equity work across departments.

5. Approving Inclusive Engagement Best Practices standards for engaging with the community.

B. **Department Directors will** support furthering a shared vision of racial equity through their leadership and action, including;

1. Standing up a Department Equity Team, set up mechanisms to interface and work with Equity Team to advance racial equity in their line(s) of business

2. Supporting identification of department activities/services, budget/resource allocation to be analyzed for racial equity impacts and track results/progress toward equity outcomes

3. Incorporating race and equity into department managers' performance objectives, including attending Advancing Racial Equity Academy (AREA) training, active support and facilitation of department equity activity, and staff support for participation in Race and Equity Team and AREA training.

4. Establishing expectations that Race and Equity Team participation, attending AREA training and other work related equity activity will be treated as any other departmental work. in terms of access to needed time and resources.

5. Assuring that findings of racial equity impact analysis and inclusive engagement outcomes in City Council Agenda Reports

C. **Department Equity Teams** will lead, support and expand development of department capacity for equity action; using the theory of change and methods supported by the Department of Race and Equity, including but not limited to:

1. Modeling commitment to developing race and equity competency by engaging in capacity building/training opportunities

2. Communicating and facilitating activities and dialogue to build support and understanding of the racial equity framework and tools across the Department

3. Working with Department leaders and staff to identify opportunities to improve equity outcomes by applying an equity framework and tools to department activities, and developing strategies for implementation

4. Providing technical support to workgroups and individuals in the Department who are undertaking equity activities

D. **All City staff will** endeavor to these achieve core equity competencies:

<u>Understand:</u>

1. The City's race and equity objectives
2. Systemic racism and its impacts
3. Historical and present day causes of racial disparities

Be able to:

1. Identify examples of systemic racism as well as overt/covert individual racism
2. Stay engaged while examining and discussing the impacts of race
3. Self-reflect and challenge their own preconceptions and biases
4. Effectively communicate and interact with people across race and ethnicity

E. **In addition, Department Directors, Managers, Supervisors and Department Race and Equity Team Members** will strive for competency to:

Understand:

1. The systemic race and equity processes necessary to achieve racial equity

Be able to:

1. Articulate the value and benefit to the City of transforming City practices to achieve greater racial equity
2. Involve and leverage internal expertise (e.g. Race and Equity Teams and the Department of Race and Equity) to set and advance the racial equity goals
3. Consistently apply racial equity framework and tools to decision making, strategic planning and personnel policy.
4. Self-reflect and challenge their own preconceptions and biases
5. Further the goals of the racial equity on behalf of the City

F. **The Department of Race and Equity** will support Citywide development of equity core competencies, design and disseminate City methods for advancing fairness and justice in all the City does; provide technical assistance to support departments and agencies and equity teams in identifying the equity impacts of policies and decisions, and in developing strategies to amplify positive impacts and mitigate negative impacts, through the following activities:

1. Deliver equity training, provide forums for discussion to increase awareness of racial inequity, it's root causes and how it is perpetuated

2. Support development and application of Racial Equity Impact Analysis on policies, practices and programs

3. Development of guidelines that can be implemented across all City branches, departments, and agencies for outreach, communication and community engagement to improve the scope and effectiveness of City efforts to ensure that all communities receive information and can shape City policies and services;

4. The identification of key focus areas and support the development of policies and actions that improve fairness and opportunity in City government organizational practices, including all employment practices such as; hiring, training, retention and promotion and business practices such as contracting, procurement and grant writing;

5. Identification of action plan items by City departments and agencies to apply racial equity tools and best practices;

6. Advancing a shared vision of racial equity through institutional leadership, equity teams and staff engagement in change efforts.

7. Training and technical assistance for applying equity tools to change structures, policies, practices and procedures to further pro- equity Departmental transformation.

8. Establish baseline disparity data, targets/benchmarks and processes to track and report outcomes to the Department of Race and Equity.

9. Participate on equity focused workgroups on major projects as needed.

10. Provide an accomplishment report the City Administrator annually.

V.   DEFINITIONS

1.   **Advocate** - a person who publicly supports and works actively to advance a cause or policy. Race and equity advocates recognize the value of pro-equity change and have developed key competencies and expertise with an equity framework and principals so they can:
   - Articulate a compelling case for equity change in their departments;
   - Share experience with equity work; examples and concrete stories;
   - Communicate the way forward for creating racial equity; and
   - Demonstrate action to address racial disparities in their daily work.

2.   **The City -** the City of Oakland, its departments leadership, staff and duly authorized boards and commissions.

3.   **Community** - people affiliated by geographic proximity, specific interest, or similar situations affecting the wellbeing of those people; for equity focus they may also share a sense of membership, racial identity, culture, language, common norms and racial justice interests.

4.   **Equity** is just and fair inclusion, including increasing benefits and reducing burdens for those most impacted by racial disparities. An equitable society is one in which all participate and prosper. The goals of equity action is to create conditions that allow all to reach their full potential. Equity requires system change that removes barriers to opportunity.

5.   **Equity Indicators** - metrics used to measure equity outcomes for different groups regarding key life outcomes. They are used to identify groups most impacted by racial disparities and to measure progress towards eliminating racial disparities over time.

6. **Equity Indicators Report** - the report published by the Department of Race and Equity that established a data baseline and quantitative framework better understand the impacts of race and measure inequities. It includes six Themes that cover broad areas of people's lives: 1-Economy, 2-Education, 3-Public Health, 4-Housing, 5-Public Safety, and 6- Neighborhood and Civic Life.

7. **Equity and social justice foundational practices -** specific activities that build the City's capacity to consistently apply equity tools and initiate changes to service delivery, policy development and decision making to create equitable conditions.

8. **Inclusive community engagement** – efforts that remove barriers for marginalized communities that have previously prevented these communities from successfully influencing decision making in City government to improve conditions in their lives.

9. **Fair and just** – a standard for policies, practices and procedures that results in access to opportunity for all and produced outcomes that are equitable for BIPOC and other groups from whom access has been systemically withheld.

10. **Inequity** - differences in life outcomes and well-being that are the result of disadvantage for some and advantage for others because of historical and current systemic differences in access to opportunity.

11. **Racial Justice** - the systemic fair treatment of all people that results in equitable opportunities and life outcomes for all racial groups.

12. **Racial disparity** - a measurable difference in life outcomes due to systemic and institutional action or inaction, that is racialized; not necessarily from intentional individual racial bias and/or prejudice.

13. **Pro-equity** - adoption of intentional behaviors and processes that are just, fair and inclusive, that strive to eliminate the root causes of inequities and advance equitable outcomes.

14. **Systemic and institutional racism** - the pattern of social institutions; such as governmental organizations, schools, banks, and courts of law, perpetuating negative treatment toward a group of people based on their race. Institutional racism leads to inequality in opportunity and inequity in life outcomes.

Edward D. Reiskin
City Administrator

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[i] The Business Case for Racial Equity, prepared by the Altarum Institute and funded by the W.K. Kellogg Foundation - **https://scholar.harvard.edu/files/davidrwilliams/files/the_business_case_for_racial_equity _10-23-13_1_0.pdf**