



# Racial Equity Action Plan

Spring 2020

DRAFT

## Guiding Vision

That all people in Hayward are happy, healthy, and safe. Race is not a factor in determining the course of one's life.

## Introduction

From infant mortality to life expectancy, race is an accurate predictor of the quality and course of one's life. Racial inequities exist across every indicator for success including but not limited to health, criminal justice, education, jobs, housing and beyond. Institutions, including federal and local governments, have played a role in creating and maintaining those racial inequities and these institutions have a key role in dismantling them. The City of Hayward is not an exception.

The Racial Equity Action Plan is an aspirational roadmap for effecting organizational change and improving service to the community in the City of Hayward. This plan is an early step toward intentionally working to address racial inequities in the City and realize the City of Hayward's ideal of being a diverse, equitable, and inclusive community. This ideal is included in a number of City plans and documents:

- The guiding vision for the 2040 General Plan imagines a Hayward that is “home to one of the most diverse, inclusive, educated, and healthy populations in the Bay Area.”
- The Complete Communities Strategic Initiative, completed in 2019, acknowledges that actively valuing diversity and promoting inclusive activities is key to improving quality of life for residents, business owners, and community members in all Hayward neighborhoods.
- The recently adopted Strategic Roadmap visualizes a near future in Hayward where “employees from diverse backgrounds are recruited, retained and celebrated, and staff provide culturally responsive services to our community.” The Roadmap also calls for the development and implementation of “a racial equity action plan to best serve our community and support our employees” that follows from the Commitment for an Inclusive, Equitable and Compassionate Community.
- The Commitment for an Inclusive, Equitable, and Compassionate Community created by the Community Task Force and accepted by Council in November 2017 identifies equity as a core value and envisions Hayward as “a community of inclusive growth and opportunity, where families and individuals are welcome to create their future stories and can be confident in knowing their life chances and outcomes will not be determined by political affiliation, economic status, place of origin, immigration status, religion, age, race, ethnicity, gender, gender identity, sexual orientation, physical ability, or other personal characteristics.”

This plan was developed over the course of a year by a team of 14 staff members participating in the Government Alliance on Race and Equity's Northern California Introductory Learning Year, in partnership and conversation with City leaders and executives, other staff members, and community members. It is intended to be the first step in cultivating organizational culture change around race and equity and span a single implementation year, followed by an evaluation of progress and adjustment of activities, metrics, resources and timeline. As such, it is necessarily ambitious, aspirational, and limited in scope. There are many other focus areas and activities that will be key to advancing racial equity in Hayward and many complementary efforts that can advance gender equity and equity for LGBTQ+ community members. In

future iterations or evolutions of this plan, additional activities and focus areas may be built on the foundation laid out here.

## Theory of Institutional Change: Normalize - Organize - Operationalize

It can be difficult to imagine where to begin effecting the institutional change necessary to drive equitable outcomes for all members of our community. This plan relies on a national best practice three-pronged framework for institutional change developed by the Government Alliance for Race and Equity based on their work with hundreds of jurisdictions throughout the country. The framework looks like this:

### Normalizing conversations about race.

Normalizing entails:

- Developing a shared racial equity vocabulary and a common understanding of the history of government's involvement in creating and maintaining racial inequities.
- Creating a shared vision of the role of government in advancing racial equity.
- Cultivating a sense of urgency to drive action.

Examples of normalizing activities include regularly communicating the City's historical role in creating racial disparities<sup>1</sup> and the importance of taking action to eliminate them, requiring training on racial equity and implicit bias, and creating spaces for continued conversation and learning.

### Organizing around racial equity.

Organizing requires:

- Support from leadership and decision makers.
- An internal infrastructure that develops racial equity expertise and teams at all levels, in all divisions and departments.
- Partnerships, formal and informal, with other institutions and communities.

Examples of organizing activities include growing and sustaining a citywide racial equity team, empowering staff at all levels to take action to advance racial equity in their work, and developing and formalizing relationships with other jurisdictions and community groups to advance racial equity.

### Operationalizing tools and strategies.

Operationalizing involves:

- Integrating racial equity into the way we do business by including racial equity analytical frameworks in policy and program design and implementation.
- Accountability, or measuring outcomes and adjusting activities as necessary to drive success.

Examples of operationalizing activities include using data analysis and community input from the most impacted groups to shape the development and evaluation of new policies and programs, including racial equity as a performance measure in projects and programs, and factoring racial equity into decision-making.

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<sup>1</sup> For example, through selective annexation in the past and continuing inadvertent inequitable distribution of City resources today.

The normalize, organize, operationalize framework is not linear. While it is key to normalize and establish shared definitions and a basic understanding of racial equity among key players at the beginning of this work, institutions must continuously hold these normalizing conversations as organizing and operationalizing activities are under way. The goal is for these to become mutually reinforcing, where conversations about racial equity support and spark organizing efforts, leading to new ideas for operationalizing racial equity which, in turn, further normalize conversation about racial equity.



### Implementing the Racial Equity Action Plan: Iteration and Expansion

As written here, the first Racial Equity Action Plan for the City of Hayward is ambitious and aspirational. It is meant to guide the first year of widespread racial equity work in the City as an organization. The first iteration of the Racial Equity Action Plan outlined in this document focuses on three key impact areas: Organizational Change; Hiring, Retention, and Promotion; and Service Provision. This initial narrow focus on institutional and cultural change within the organization is intentional.

The goal of the first implementation year of this Racial Equity Action Plan is learning by piloting foundational changes to advance racial equity. Where are we as an organization when it comes to understanding racial equity? What are the activities that will most effectively advance racial equity in our organization and our City? What skills and capacity do we need to build to be able to move racial equity work forward? Where can we move quickly and where do we need to pace ourselves?

As the path forward becomes clear, and as we develop a cadre of advocates and experts within the organization, we anticipate that future iterations of this plan will expand to key “next level” focus areas. These focus areas may include, but are not limited to: Purchasing, Economic Development, Customer Service, Youth, Land Use and Transportation, and Education.

Measurement, iteration, and accountability are key components in ensuring the activities outlined in this plan and in future plans are aligned to achieve the long-term vision that all people in Hayward are happy, healthy and safe, and where race is not a factor in determining the course of one's life.

## Definitions

For clarity, a number of definitions and explanations of language used in the plan are listed below. This list is not exhaustive, nor is it definitive.

First, it may be useful to distinguish between two types of training mentioned in the Racial Equity Action Plan:

*Implicit bias training* – Implicit bias training is focused on understanding the way stereotypes can become embedded in our subconscious and impact our decision-making. Being aware of stereotypes we may hold implicitly helps us counteract them when we make decisions and interact with others.

*Racial Equity: The Role of Government training* – This is a specific module that focuses on building a shared understanding and vocabulary for discussing the history of government's role in creating and maintaining racial inequities as well as our role as government employees in rectifying this history.<sup>2</sup> GARE team members have been through and learned to administer this training.

Additional definitions useful for understanding and interpreting the plan are listed below:

*Racial equity toolkit/racial equity lens* – Analysis frameworks that use data, community input, and an understanding of the government's role in structural racism to identify whether a policy, program, or project may lead to or perpetuate unequal outcomes based on race.

*Structural racism* - A system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing ways to perpetuate racial group inequity.<sup>3</sup>

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<sup>2</sup> Historic examples include redlining, citizenship requirements, inequitable access to quality education, etc.

<sup>3</sup> Courtesy the Aspen Institute

# Racial Equity Action Plan: Step 1

*Long-term Vision: All people in Hayward are happy, healthy, and safe. Race is not a factor in determining the course of one's life.*

## Organizational Change

*Guiding Vision: The City of Hayward is an organization where employees have a working knowledge of and are comfortable identifying, analyzing, and taking action to rectify structural racism using a shared framework and definitions. Employees engage in continued learning and seek to understand the ways in which racism and other structural oppressions impact themselves, their coworkers, the community they serve, and the nation at large. Employees have the knowledge and tools they need to evaluate City policies, programs, and projects using a racial equity lens and that lens is used in decision-making throughout the City.*

1. All staff are aware of and use strategies to combat implicit bias.

*a. All City staff and officials are required to participate in annual implicit bias training.*

- Offer regular implicit bias trainings
- Require City of Hayward employees to attend at least once every other year
- Require annual training for all new appointees and biannual refresher training for returning appointees to decision-making bodies (e.g., board members, commissioners, task force members, etc.)

**Responsibility:** Human Resources, department directors, managers

**Resources:** Budget to hire consultant to provide trainings, staff time to attend training

*b. All departments are required to identify individual and institutional biases.*

- Require departments/divisions to complete internal race and equity assessments of their service provision including policies, regulations, procedures, etc. to identify implicit institutional biases with technical assistance from the GARE cohort and/or the Chief Equity Officer
- Require departments/divisions to create action plans based on correcting inequities uncovered in their assessments with technical assistance from the GARE cohort

**Responsibility:** CMO, GARE, department directors

**Resources:** Departmental staff time to inventory and assess services, departmental data, GARE team time to assist with analysis and recommendations.

2. All staff are aware of and use strategies to advance racial equity.

*a. All staff are required to participate in Racial Equity: The Role of Government training and learning opportunities.*

- Offer racial equity trainings, including The Role of Government, regularly
- Offer staff the option and encouragement to attend trainings, forums, and workshops related to racial equity including those not sponsored by the City and potentially held offsite
- Require staff to attend at least one training, and encourage staff to continue to participate in training beyond the requirement
- Curate regular opportunities for City staff to engage in learning and conversations around racial equity, possibly including, but not limited to:
  1. Hosting a racial equity speaker series
  2. Starting a facilitated racial equity book/article/podcast club
  3. Offering a racial equity lending library to City staff

**Responsibility:** Human Resources, department directors, managers, GARE team

**Resources:** GARE team time to administer trainings, staff time to attend trainings, additional budget for bringing in outside trainers, speakers, and resources for continued learning

*b. All staff have access to and knowledge of tools for racial equity analysis and use those tools to inform the creation and evaluation of policies, procedures, and projects.*

- Create a clearinghouse for racial equity analysis tools and provide voluntary trainings for staff to learn to use the tools and ongoing technical support while developing in-house expertise
- Invest in accessing, capturing, and sharing data that can be used for effective racial equity analysis, including considering adopting policies regarding the collection, storage, and management of data that includes race and defining appropriate uses of that data.

**Responsibility:** GARE team, E-team/managers, IT, CMO

**Resources:** Time to create a web-based clearinghouse, time for GARE staff to provide training and for staff to attend, funding for data systems/data systems training where necessary, may include lean innovation projects to identify best methods of data collection to ensure data quality, and staff to work on data governance related to racial equity and more broadly (data policy development, adoption, and monitoring)

3. The City of Hayward demonstrates a sustainable commitment to continuing racial equity work and organizational change.
  - a. *Key staff members continue to participate in regional racial equity efforts and interdepartmental racial equity learning cohorts.*
    - Continue supporting the work of the 2019 GARE Cohort
    - Enroll 1-2 new cohorts of 8-12 key, potential “champion” staff members in the GARE 2020 Learning Year Introductory Cohort

*Responsibility:* CMO, E-team

*Resources:* Funding for GARE tuition (TBD) and staff members to participate (1 full day monthly, several 1-2 hour working meetings between trainings)
  - b. *The City is committed to the long-term operationalization of racial equity work.*
    - Create a Chief Equity Officer position at the executive level of the organization and provide the position with sufficient staff and resources to effect institutional change
    - Amend the Hayward 2040 General Plan to include a Race and Equity Element
    - Require racial equity analysis for all new policies, procedures, and projects, whether they are approved by City Council, appointed policymaking bodies, or internally
    - Explore methods for formally including racial equity analysis in the annual budgeting and goal-setting process
    - Incorporate racial equity as a key element of the City’s strategic planning

*Responsibility:* City Council, CMO, Finance, City Clerk, HR

*Resources:* Budget for creation of new position and staff support, budget for a consultant and/or staff time for a General Plan amendment, additional time for staff to complete racial equity analysis, staff time to identify opportunities for integrating racial equity into the budget process

## Hiring, Retention, and Promotion

### Guiding Vision:

*The City of Hayward’s workforce reflects and is inclusive of the diversity of our community. All employees in the City of Hayward are hired and promoted based on a shared definition of merit that aligns with our organizational values, including diversity of perspectives and experiences.*

1. The recruitment and hiring process attracts high-quality talented applicants to come work for Hayward.
  - a. *Candidates experience no or minimal barriers to success in the hiring process*
    - Proactively review minimum qualifications/classification specifications for upcoming recruitments and key entry and career-track positions (I.e., Administrative Clerk I/II, Management Analyst I/II) through a racial equity lens



- Identify and remove or mitigate requirements for City positions that might result in racially disparate disqualifications from the applicant pool (e.g., unnecessary typing tests, unnecessary drivers' license requirements, weighting education over experience in minimum qualifications, don't require otherwise qualified candidates to earn costly certifications until after hiring where possible)

*Responsibility:* HR, hiring departments, Personnel Commission

*Resources:* Budget to hire a consultant to analyze and make recommendations for updating job specifications and removing unnecessary barriers, staff time to manage consultant

*b. Candidates are not disproportionately removed from the recruitment process at any point in the hiring process*

- Evaluate recruitment advertising/outreach and build strategic partnerships (including formalized internship programs and/or mentorship programs) in the community to attract people of color
- Evaluate recruitment process for points at which people of color applicants are disproportionately removed from the pool
- Develop strategies that draw on results-based accountability (RBA)<sup>4</sup> and best practices for removing any racial disparities in the hiring process and aligning hiring process with definitions of merit/success developed in the performance review process
- Require implicit bias training and/or briefings for interview panel members

*Responsibility:* HR, hiring departments

*Resources:* Staff time to complete analysis, budget for implementing changes (e.g., more advertising)

2. The City of Hayward is able to retain, develop, and promote top talent internally.

*a. Professional development opportunities are offered to all employees.*

- Develop and encourage participation in internal coaching programs
- Ensure special project teams are intentionally reflective of the diversity of the community

*Responsibility:* HR, hiring departments, E-Team, managers, supervisors

*Resources:* Executive and manager time for coaching meetings

*b. Employees are promoted, coached, and/or disciplined based on definitions of merit and performance shared across the organization.*

- Adopt standards for meaningful performance reviews organization-wide and clear guidance and criteria for evaluation to reduce impacts of implicit bias
- Monitor promotion and discipline for racial inequities and use results-based accountability to identify and address/eliminate root causes

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<sup>4</sup> A method for iterative project/program design that focuses on identifying solutions that address long-term outcomes.

- Require managers and supervisors to participate in implicit bias and/or cultural sensitivity and communication training

**Responsibility:** HR, E-Team, managers, supervisors

**Resources:** Time and budget for training, staff time to collect and analyze personnel action data

## Service Provision

**Guiding Vision:** *All people in Hayward are able to access City services that are responsive to their needs, in the languages they speak, in a culturally responsive manner. City facilities and staff make all people in Hayward feel welcomed and safe. Members of our community with similar problems have similar outcomes across all identities and in all areas of the community.*

1. All people in Hayward have access to important information from the City in a language and a format that they can understand.

- Adopt a City Council resolution that mandates the identification of priority languages and the translation of key communications into priority languages
- Appropriately plan and resource communications to allow for translation into priority languages
- Post information to the website in translatable format (e.g., webpages rather than pdfs)
- Distribute City communications across multiple platforms to reach the most people (physical flyers at community facilities, posting at City Hall/other City facilities, posting to social media, publishing to the website, etc.) – which may include developing posting/distribution policies for all City facilities

**Responsibility:** City Council, CMO, E-Team, CMR, Managers, key staff

**Resources:** Budget at the department/division level for translating and printing communications, website refresher training for responsible department staff, staff time to work on translation resolution

2. All people in Hayward are represented in an equitable manner regardless of the language they speak, access to technology, and familiarity with government processes.

- Using a racial equity lens, work with community members to develop and adopt an administrative rule that standardizes the procedure and requirements for holding public meetings.
- Develop an equity-focused toolkit of strategies for community engagement with an emphasis on multilingual/cross-cultural engagement and train staff on how to use it; provide ongoing technical assistance for community engagement (a possible role for Lean Innovation coaches, GARE cohort, and/or Community and Media Relations)
- Consider amending the City Charter to allow community members who cannot vote to serve on some boards and commissions

**Responsibility:** City Council, CMO, E-Team, CMR, Managers, key staff

**Resources:** Staff time to develop recommendations, budget for implementing recommendations (may include food, childcare, translation, etc.)

3. All people in Hayward receive high-quality City services that meet their needs.

*a. City resources are allocated with the goal of achieving an equitable level of service (LOS) for all, not by number of complaints.*

- Develop and adopt, in partnership with community members, a strategy for incorporating racial equity analysis into regular service provision (e.g. the re-pavement plan)
- Review Access Hayward deadlines and performance standards through a racial equity lens to balance equity (e.g., equitable allocation of resources) and responsiveness goals
- Update Access Hayward to be more accessible to more community members, including language accessibility

**Responsibility:** CMO, MSD, Code Enforcement, IT, Transportation, PD, Fire, other service provision departments and divisions

**Resources:** Staff time for community work and racial equity analysis, staff time to work on AH

*b. City programs and services are designed to advance racial equity and opportunities for all.*

- Require use of a racial equity analysis tool in the development and evaluation of City programs, services, policies, and projects (e.g., in staff reports, memos, and program analyses)
- Racial equity is an explicitly stated goal or framework for new services/initiatives/programs
- Incorporate racial equity and language accessibility as requirements/goals when contracting for service provision
- Identify key opportunity areas in City policies, programs, and services for review with a racial equity tool (to be done by GARE cohorts in upcoming implementation years)
- Incorporate appropriate data collection methods into programs and services to monitor inequities

**Responsibility:** City Council, CMO, E-Team, Managers, key staff, GARE team(s)

**Resources:** Staff time for training on and administering racial equity analysis tools, staff time for data collection/analysis