



City of Charleston Planning Department: Racial Equity Lens and Community Engagement

Scope of Project Work: January to April 2021

Objective:

The city plan for Charleston, SC and its creation process will be reviewed for opportunities to meaningfully incorporate a racial equity lens throughout the entire plan and process

Structure:

This project will utilize CAP resources, the CAP director, and graduate assistants to complete the work. The graduate assistants will work directly with the Planning Department throughout the duration of this project, but will be directly supervised by the CAP director. Hours worked will be approved by CAP director, but the structure of the hours will require input from City Planning Department.

Scope of Work

January:

- Establish definition of racial equity for the Charleston City Plan:
 - Coordinate with Special Commission on Equity, Inclusion and Racial Conciliation and use sources like the Avery Center's Racial Disparity Report to determine what racial equity means for the various sections of the plan in Charleston
 - Provide researched examples of what racial equity could look like based on focus area (housing, transportation, land use, etc.)
- Research model comprehensive plans that meaningfully incorporate racial equity lens:
 - Create document of cities, demographics, and comprehensive plan components
 - Document which aspects are included in plan that would be useful for Charleston
- Support integration of racial equity lens into draft plan:
 - Use research of model cities and research from racial disparity reports to articulate recommendations in plan



Defining Racial Equity in Comparable Cities' Plans

Caitlin Bolger and Ryan Green



About Us

Caitlin Bolger

- First Year EVSS & MPA Graduate Student
- Previous CAP Work
 - CJCC Racial Equity Fellowship
 - Beaufort County Scorecard

Ryan Green

- Second Year MPA student
- Previous CAP Work
 - Beaufort Economic Scorecard
 - Racial Equity Framework for City of Charleston



What we will cover

How racial equity is defined and applied in the comprehensive/city plans of:

- I. New Orleans, LA
- II. Portland, OR
- III. Seattle, WA
- IV. Washington, D.C.
- V. Wilmington, DE

Some plans have equity as an overarching lens, while other plans implement a racial equity lens within elements of the plan.



New Orleans, LA

“An equitable city government acts with purpose to achieve just and fair inclusion, ensuring that all residents participate, prosper, and reach their full potential. It leverages its power and resources to dismantle institutional racism and discrimination wherever they exist. It implements bold strategies to eliminate income and neighborhood inequities”

Race/ Ethnicity	Percentage of Population
Black	59%
White	33%
Asian	3%



New Orleans, LA

What questions were answered

- How can I be sure that the Master Plan includes improvements for every neighborhood in the city?
- How does the plan give everybody the chance to share in economic opportunity?
- How will the plan help our city bounce back quickly from hurricanes, floods and other disasters?

Where the racial equity lens was applied:

- I. Highlighting demographic and population trends
- II. Land Use Trends
- III. Household and Individual Income
- IV. Storm/Flood impacts by location



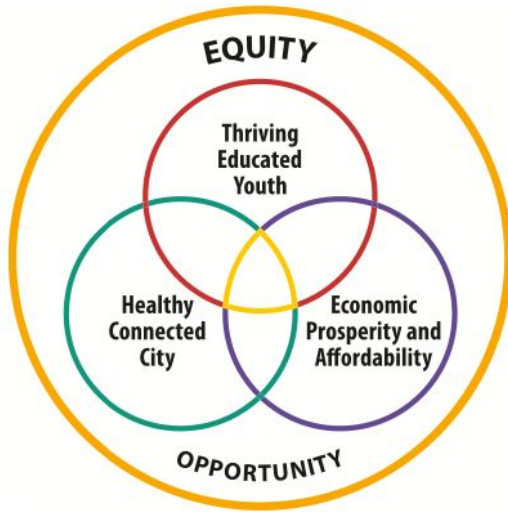
Portland, OR

Equity is the framework for the plan and a guiding principle.

“Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.”

Race/ Ethnicity	Percentage of Population
Black	6%
White	77%
Asian	9%

Portland, OR



Where the racial equity lens was applied:

- I. Invest to reduce disparities
- II. Make infrastructure decisions that advance equity
- III. Include underserved and underrepresented populations in decisions
- IV. Address displacement of residents
- V. Provide for ongoing affordability
- VI. Create regulations that acknowledge that one size does not fit all



Seattle, WA

“... every resident should have the opportunity to thrive and be a part of the city’s growing economy.”

- Social equity -> racial and social equity as a core value “... to emphasize the need to address disparities experienced by people of color.”

Race/ Ethnicity	Percentage of Population
Black	7%
White	63%
Asian	16%



Seattle, WA

“... this plan aims to give all Seattle residents better access to jobs, education, affordable housing, parks, community centers, and healthy food.”

Where the racial equity lens was applied:

- I. Identifying races/ethnicities that are severely cost burdened by housing
- II. Equity of service provisions
- III. Equitable distribution of environmental benefits
- IV. Equitable access to health care
- V. More meaningful involvement



Wilmington, DE

Definition of equity

Opportunity for everyone and all neighborhoods

“Who would invest in a corporation if it didn’t have a business plan? ...The same is true for a community if it doesn’t have a plan. Every successful institution, whether a corporation or a community, needs a plan.”

Race/ Ethnicity	Percentage of Population
Black	57%
White	30%
Asian	2%



Wilmington, DE

Extensive use of maps to show areas in need of change, lists goals for each key element and where the goal is focused

Where the racial equity lens was applied:

- I. Population Density and Trends
- II. Graduation Rates
- III. Median Household Income
- IV. Amount of population with Bachelor's Degree



Washington, D.C.

Equity is used as a component of their framework.

“Equity exists where all people share equal rights, access, choice, opportunities and outcomes, regardless of characteristics such as race, class, or gender.”

Vision of racial equity:

“...the District achieves racial equity when race no longer determines one’s socioeconomic outcomes; when everyone has what they need to thrive, no matter where they live or their socioeconomic status; and when racial divides no longer exist between people of color and their white counterparts.”

Race/ Ethnicity	Percentage of Population
Black	47%
White	41%
Asian	4%



Washington, D.C.

Application of racial equity lens:

“... we apply a racial equity lens when those most impacted by structural racism are meaningfully involved in the creation and implementation of the institutional policies and practices that impact their lives, particularly people of color.”

Where the racial equity lens was applied:

- I. Building green & healthy communities
- II. Managing growth & change
- III. Increasing access to education & employment

**How has the City of Charleston
already done racial equity work?**





Helpful Tools

[Dallas, TX 2019 Equity Indicators Report](#)

[St. Louis, MO 2018 Equity Indicators Report](#)



Resources

[New Orleans, LA Master Plan](#)

[Portland, OR 2035 Comprehensive Plan](#)

[Seattle, WA Comprehensive Plan](#)

[Washington, D.C. Comprehensive Plan Equity Crosswalk](#)

[Wilmington, DE 2028 Comprehensive Plan](#)

Assessment of Racial Equity in Comprehensive Plans of Peer Cities

As we reviewed the model plans that were in our first presentation, these components were in a majority of them. When looking at this next set of comparable cities, we wanted to keep consistency and use the same column headers, that way we are able to see how these cities compare to the model ones.

Header Descriptions:

Racial Equity Lens: Does the plan explicitly state its intention to address racial disparities? Does the plan actualize racial equity throughout the plan, or explicitly state where in the plan it was actualized?

History: Does the plan understand how the past impacts the present? Does the plan address pertinent histories that contribute to racial disparities?

Mission, Vision, Values: Does the plan state its desire, goals and what will be done to achieve these goals?

Cultural Agreements: Does the plan explain and value the cultures of its residents?

Equity in Practice: Does the plan actualize equity/racial equity? Does the plan give an example of what equitable action will look like and why it's needed?

Snap Shots of Conditions: Does the plan have understanding of the conditions right now in the city (ex. economics, education, social wellbeing, health, transportation, housing, etc.)

Initiatives: Does the plan outline measurable steps to achieve goals (ex. 25% more bike paths within 5 years)?

City	Population	Demographics		Link to City Plan	Year of Plan	Racial Equity Lens?	History	Mission , Vision, Values	Cultural Agreements	Equity in Practice	Snapshot of Conditions	Initiatives
		Race/Ethnicity	%									
Washington, D.C.	702,350	Black	47%	https://plandc.dc.gov	pending approval	YES	NO	YES	NO	NO	NO	YES
		White	41%									
		Asian	4%									
Birmingham, AL	212,000	Black	70%	https://www.birminghamal.gov/work/birmingham-comprehensive-plan/	2032	NO	NO	YES	NO	NO	YES	YES
		White	23%									
		Asian	1%									
Savannah, GA	145,350	Black	54%	https://www.thempc.org/docs/lit/CompPlan/2016/Dec/CompPlan.pdf	2040	NO	YES	NO	NO	NO	YES	NO
		White	35%									
		Asian	2%									
Greensboro, NC	295,000	Black	40%	http://online.encodeplus.com/regs/greensboro-nc-comp/ereader/gso2040/	2040	NO	NO	YES	YES	NO	YES	YES
		White	42%									
		Asian	5%									
Richmond, VA	224,000	Black	47%	http://www.richmondgov.com/planninganddevelopmentreview/documents/MasterPlan/R300_FinalMasterPlan_200929.pdf	2037	NO	NO	YES	NO	NO	NO	NO
		White	40%									
		Asian	2%									

FEEDBACK ON DRAFT SEGMENTS OF CITY PLAN (APRIL 2021)

Key Element	Recommendation in Plan (applicable to racial equity)	Feedback/Questions to Consider
Transportation	Review TOD options for water ferry systems	How will low income and AA communities have access to this new mode of transportation
	Connect more shopping and job centers to neighborhoods with pedestrian pathways and multi-use pathways. City of Charleston by connecting to neighborhoods and expanding the Promote the unique aspects of each area and the ways the City benefits by continuing to be a jobs center in the region Encourage expansion of job training centers for coding, advanced manufacturing, nursing, culinary skills, and independent business management	How will these pedestrian pathways connect living wage jobs to AA communities? How much extra furniture will be at transit stops in AA neighborhoods? How close will new job centers be to low income and AA communities? How will these centers be within walking distance to low income and AA communities?
Economic Development	Research and create incentives for local food and beverage and retail establishments on King Street	How will AA be giving equal access to these business opportunities?
	Relax development requirements for neighborhood scale retail and restaurants to ensure a mixture of uses in neighborhood Coordinate between City of Charleston and Charleston County for the expansion of services into Johns Island	Will AA communities be given equal opportunity to obtain commercial space? Will this be done with community approval? Will these services lead to a higher tax rate that will displace long term AA residents? How will this impact communities already in these higher areas? What are strategies in place to prevent families from being priced out of these higher areas?
Natural Resources	Reevaluating zoning codes to shift from low-lying areas to higher ground Develop strategies to promote urban agriculture and community gardens	Will these community gardens be implemented in areas with limited access to healthy foods and historically underserved communities? How will parks be expanded in historically underserved communities? What is defined as "equitable access"?
Cultural Resources	Promote equitable access... to green spaces and water Build, maintain, and preserve an array of first class cultural facilities and sites	What are the benefits of maintaining and preserving cultural facilities and sites that may not be considered first class?



Racial Equity Framework Glossary

<u>Term</u>	<u>Definition</u>
Accountable	Responsive to the needs and concerns of those most impacted by the issues you are working on, particularly to communities of color and those historically underrepresented in the civic process.
Anti-racism	Equipping students, parents, and teachers with the tools needed to combat racism and ethnic discrimination, and to find ways to build a society that includes all people on an equal footing. ¹
Assimilate	The phenomenon that occurs when people belonging to the nondominant group understand dominant culture norms and take on their characteristics either by choice or by force.
Bias	Prejudice toward one group and its members relative to another group.
BIPOC	Acronym referring to " B lack, I ndigenous, and p eople o f c olor".
Communities of color	Identity-based communities that hold a primary racial identity that describes shared racial characteristics among community members.
Community outcome	A specific result you seek to achieve which meaningfully advances racial equity.
Cultural proficiency (responsiveness)	Cultural proficiency (responsiveness) is a transformational approach and an inside-out perspective on change, involving making the commitment to lifelong learning for the purpose of being increasingly effective in serving and integrating the needs of cultural and ethnic groups. Employees and leaders who embody cultural proficiency: recognize and value professional development, hold a value for social justice, and advocate for



students and community groups as part of their professional responsibility.²

Culturally - Responsive Communication

Communicating with awareness and knowledge of cultural differences and attempting to accommodate those differences.³

Decolonize (mind)

Recognizing and counteracting the thoughts, preferences, practices, and behaviors that are deeply rooted vestiges of colonization.

Dichotomous

Divided into two mutually exclusive entities, either-or thinking.

Discrimination

Unequal or different treatment of an individual in any personnel action on the basis of race, color, sex, age, religion, national origin, political affiliation, marital status, sexual orientation, gender identify, source of income, familial status, or physical or mental disability or other protected status in accordance with applicable law.

Diunital

Diunital cognition is both-and thinking. The opposite of dichotomous.

Diverse workforce

Similarities and differences among employees in terms of age, cultural background, physical abilities and disabilities, race, religion, gender, and sexual orientation that show up consistently in the workplace.⁴

Diversity

Psychological, physical, and social differences that occur among any and all individuals; including but not limited to race, ethnicity, nationality, religion, socioeconomic status, education, marital status, language, age, gender, sexual orientation, mental or physical ability, and learning styles.

Dominant Culture

The established language, religion, values, rituals, and social customs on which a society was built. It has the most power, is widespread, and influential within a social entity, such as an organization, in which multiple cultures are present. An organization's dominant culture is heavily influenced by the leadership and management standards and preferences of those at the top of the hierarchy.



Equitable Delivery of Services	Organizations have a responsibility to ensure the provision of services which are accessible, inclusive, and equitable to all customers.
Equitable impact of services	Organizations must take steps to measure that the outcomes associated with the delivery of their services are distributed in a just and equitable manner across communities
Equitable/diverse recruitment	Hiring processes that are intentional about the outreach to, involvement of, and messaging towards communities of color and other minority groups
Equity	The guarantee of fair treatment, access, opportunity, and advancement while at the same time striving to identify and eliminate barriers that have prevented the full participation of some groups. The principle of equity acknowledges that there are historically underserved and underrepresented populations, and that fairness regarding these unbalanced conditions is needed to assist equality in the provision of effective opportunities to all groups
Ethnic staff	Staff or faculty of an organization which are representative of a wide array of ethnicities.
Ethnicity	Ethnicity refers not to physical characteristics but to social traits that are shared by a human population. Some of the social traits often used for ethnic classification include: nationality; tribe; religious faith; shared language; and shared culture and/or traditions. Unlike race, ethnicity is not usually externally assigned by others. The term ethnicity focuses more upon a group's connection to a perceived shared past and culture.
Evidence-based decision making	A process for making decisions about a program, practice, or policy that is grounded in the best available research evidence and informed by experiential evidence from the field and relevant contextual evidence. ⁵
Explicit Bias	Biases that people are aware of and that operate consciously. They are expressed directly.



Grassroots	<p>A movement which uses the people in a given district, region, or community as the basis for a political or economic movement.</p>
Hierarchy	<p>Official authority to decide what is best for others, the ability to decide who will have access to resources, and the capacity to exercise control over others. The negative effects of hierarchy manifest when there is an established dominant group that tends to enjoy a disproportionate share of assets, resources, and other areas of positive social value.</p>
Implicit Bias	<p>Biases people are usually unaware of and that operate at the subconscious level. Implicit bias is usually expressed indirectly.</p>
Inclusion	<p>The act of creating environments in which any individual or group can be and feel welcomed, respected, supported, and valued to fully participate and bring their full, authentic selves to work. An inclusive and welcoming climate embraces differences and offers respect in the words/actions/thoughts of all people.</p>
Inclusive Outreach and Public Engagement	<p>Outreach and public engagement processes inclusive of people of diverse races, cultures, gender identities, sexual orientations, and socio-economic status.</p>
Individual Racism	<p>Pre-judgment, bias, or discrimination based on race by an individual.</p>
Institutional Racism	<p>“The network of institutional structures, policies, and practices that create advantages for White people and discrimination, oppression and disadvantage for racialized people” (Lopes & Thomas, 2006, p.270).</p>
Linear vs. Circular	<p>The circular system and the linear system differ from each other in the way in which value is created or maintained. A linear system traditionally follows the “take-make-dispose” step-by-step plan. This means that raw materials are collected, then transformed into products that are used until they are finally discarded as waste. Value is created in this system by producing and selling as many products as possible. What else is there in a circular system? A circular system follows the 3R approach: reduce, reuse and recycle. Resource use is minimized (reduce). Reuse of products and parts is maximized (reuse). And last but not least, raw materials are reused (recycled) to a high standard. This can be done by using goods</p>



with more people, such as shared cars. Products can also be converted into services, such as Spotify sells listening licenses instead of CDs. In this system, value is created by focusing on value preservation.⁶

Marginalized communities

Marginalized populations are groups and communities that experience discrimination and exclusion (social, political and economic) because of unequal power relationships across economic, political, social and cultural dimensions.⁷

Meaningful Involvement

(1) potentially affected community residents and communities most affected by inequities have appropriate and culturally responsive opportunities to participate in decisions about a proposed activity that will affect their environment and/or health;
(2) the public's contribution can influence the agency's or jurisdiction's decision; (3) the concerns of all participants involved will be considered in the decision-making process (and measures will be taken to document how they were or were not considered);
(4) the decision makers seek out and facilitate the involvement of those potentially affected and communities most affected by inequities⁸

Microaggression

The everyday verbal, nonverbal, and environmental slights, snubs, or insults, whether intentional or unintentional, which communicate hostile, derogatory, or negative messages to target persons based solely upon their marginalized group membership.

Object oriented

A behavioral approach in which the leader focuses on the tasks that need to be performed in order to meet certain goals, or to achieve a certain performance standard.⁹

Opportunity areas

The State of Racial Disparities in Charleston County, South Carolina 2000-2015 outlines the following areas: income and poverty, gentrification and barriers to affordable housing, educational attainment, health and environmental hazards, as well as crime and policing, as areas of racial disparity.



Oppression

Young (2011) refers to oppression as “the vast and deep injustices some groups suffer as a consequence of often unconscious assumptions and reactions of well-meaning people in ordinary interactions, media and cultural stereotypes, and structural features of bureaucratic hierarchies and market mechanisms-- in short, the normal processes of everyday life” (p.41). She continues, to emphasize that oppression “also refers to systemic constraints on groups that are not necessarily the result of the intentions of a tyrant. Oppression in this sense is structural, rather in that the result of a few people’s choices or policies” (p.41).¹⁰

Performance Measure

Performance measures are at the county, department, or program level. Appropriate performance measures allow monitoring of the success of implementation of actions that have a reasonable chance of influencing indicators and contributing to results. Performance measures respond to three different levels:

- Quantity — how much did we do?
- Quality — how well did we do it? & Is anyone better off?

A mix of these types of performance measures is contained within the recommendations.

Race

A race is a human population that is believed to be distinct in some way from other humans based on real or imagined physical differences, and at its core, race is a social construct. Racial classifications are rooted in the idea of biological classification of humans according to morphological features such as skin color or facial characteristics. An individual is usually externally classified (meaning someone else makes the classification) into a racial group rather than the individual choosing where they belong as part of their identity.¹¹



Race equity

The condition where one's race identity has no influence on how one fares in society. Race equity is one part of race justice and must be addressed at the root causes and not just the manifestations. This includes the elimination of policies, practices, attitudes, and cultural messages that reinforce differential outcomes by race.

Race equity culture

A culture focused on proactive counteraction of social and race inequities inside and outside of an organization.

Race equity lens

The process of paying disciplined attention to race and ethnicity while analyzing problems, looking for solutions, and defining success. A race equity lens critiques a "color blind" approach, arguing that color blindness perpetuates systems of disadvantage in that it prevents structural racism from being acknowledged. Application of a race equity lens helps to illuminate disparate outcomes, patterns of disadvantage, and root cause.

Race inequity

When a person's race can predict their social, economic and political opportunities and outcomes.

Racial disparities

Racial disparities are differences in areas of life (such as education, wealth, home and business ownership, education, health, school arrests, and policing) that result in one group having a disproportionate burden of negative life outcomes.

Racism

Conduct, words, practices or policies which advantage or disadvantage people because of their culture, ethnic origin or color. Racism is just as damaging in obvious forms as it is in less obvious and subtle forms, and is still called racism whether intentional or unintentional.¹²

Relational Culture Theory

This theory posits that we grow through and toward relationships throughout our lives and that growth-fostering relationships are the source of meaning and empowerment.¹³



Relationship oriented	A behavioral approach in which the leader focuses on the satisfaction, motivation and the general well-being of the team members. ¹⁴
Representation	Representation is the visible presence of a variety of identities in a story, image, video, and more. ¹⁵
Sensitivity	Understanding that each individual is unique and recognizing our individual differences. These be along the dimensions of race, ethnicity, gender, sexual orientation, socio- economic status, age, physical abilities, religious beliefs, political beliefs, or other ideologies. ¹⁶
Single issue	Pertaining or devoted to one issue especially a political one. ¹⁷
Social justice	A concept of fair and just relations between the individual and society. This is measured by the explicit and tacit terms for the distribution of power, wealth, education, healthcare, and other opportunities for personal activity and social privileges.
Structural racism	A history and current reality of institutional racism across all institutions, combining to create a system that negatively impacts communities of color.
Sustainability	Sustainability means meeting the needs of the present without compromising the ability of future generations to sustain their own needs. Sustainability is often tied to three distinct goals: <ul style="list-style-type: none">• To live in a way that is environmentally sustainable or viable over the long term;• To live in a way that is economically sustainable, maintaining living standards over the long-term; and• To live in a way that is socially sustainable, now and in the future¹⁸.
White dominant organizational culture	Culture defined by white men and white women with social and positional power, enacted both broadly in society and within the context



of social entities such as organizations. See also “Dominant Culture” and “White Supremacy Culture.”

White supremacy

The all-encompassing centrality and assumed superiority of people defined and perceived as white.¹⁹

White supremacy culture

The cultural default being set by, for, and in favor of whiteness. The implied othering or perceived negativity of cultural attributes derived from systems not inherently white in basis or style.

Workforce equity

The workforce of a jurisdiction reflects the diversity of its residents, including across the breadth (functions and departments) and depth (hierarchy) of government.

Sources:

¹ Smithsonian National Museum of African American History & Culture. (n.d.). *Being Antiracist*.
<https://nmaahc.si.edu/learn/talking-about-race/topics/being-antiracist>

² Lindsey, Randall, Graham, Westphal, & Jew, 2008 | 13 Balajee, Sonali S., et al., (2012). *Equity and Empowerment Lens (Racial Justice Focus)*. Portland, OR: Multnomah County.



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- ³<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6947994/#:~:text=Thus%2C%20culturally%20responsive%20communication%20can,attempting%20to%20accommodate%20those%20differences.>
- ⁴ <https://www.sciencedirect.com/science/article/pii/S2212567114001786>
- ⁵ https://staging.vetoviolence.org/apps/evidence/docs/EBDM_82412.pdf
- ⁶ <https://kenniskaarten.hetgroenebrein.nl/en/knowledge-map-circular-economy/how-is-a-circular-economy-different-from-a-linear-economy/>
- ⁷ <https://nccdh.ca/glossary/entry/marginalized-populations>
- ⁸ (Environmental Protection Agency)
- ⁹ https://en.wikipedia.org/wiki/Task-oriented_and_relationship-oriented_leadership
(can we find the source from Wikipedia so we're not citing Wikipedia?)
- ¹⁰ Young (2011) (p.41).
- ¹¹ (Cavalli-Sforza, Menozzi, Piazza, 1996)
- ¹² (Lopes & Thomas, 2006)
- ¹³ <https://wholeperson.com/blog/what-is-relational-cultural-theory>
- ¹⁴ [https://en.wikipedia.org/wiki/Task-oriented_and_relationship-oriented_leadership#:~:text=Relationship%2Doriented%20\(or%20relationship%2D,being%20of%20the%20team%20members](https://en.wikipedia.org/wiki/Task-oriented_and_relationship-oriented_leadership#:~:text=Relationship%2Doriented%20(or%20relationship%2D,being%20of%20the%20team%20members) (same as above)
- ¹⁵ <https://trailhead.salesforce.com/en/content/learn/modules/inclusive-marketing-practices/learn-the-first-three-practices>
- ¹⁶ <http://www.psychhealthroanoke.com/Resources/Diversity%20Sensitivity.pdf>
- ¹⁷ <https://www.dictionary.com/browse/single-issue>
- ¹⁸ (Dillard, J., Dujon, V. & King, M. C., 2009, p.2)
- ¹⁹ <https://www.yesmagazine.org/democracy/2017/06/30/no-i-wont-stop-saying-white-supremacy/>