

The City of Dubuque Human Rights Department



ANNUAL PERFORMANCE REPORT

July 1, 2012 –
June 30, 2013



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January 21, 2014

Honorable Mayor and City Council:

I am pleased to present you with this year's annual report. We have continued to develop the structure for our department, while simultaneously working to build understanding amongst the public and empower residents and staff as our partners in diversity, inclusion, and engagement.

The work in these pages falls broadly within three categories: 1) efforts to build individual skills, 2) efforts to work within and across groups in order to improve access to City and community services for all residents, and 3) efforts to work collaboratively with outside organizations and individuals to remove barriers that are inhibiting the ability of residents to reach their potential and meet their basic needs.

Inside the organization, we have begun to see workforce applicants and hires that are more reflective of community demographics than in the past, due in part to our work coaching staff and expanding our recruitment outreach. We are preparing to kick-off a training needs assessment and employee orientation program as part of our employee engagement efforts. We also will be designing community engagement workshops and toolkits to better support staff throughout the organization as they work to engage the public.

On the community side, we launched the inaugural session of *City Life*, a program designed to encourage residents to become active partners with local government. Alumni from this session continue to meet and express interest in opportunities to be involved. We also strengthened our relationship with the Dubuque National Service Partnership as we work to build a volunteer program within the City structure. Future plans include the addition of a three year VISTA position and a partnership with Loras College Service Learning, the Circles Initiative, Operation New View, and Project Concern designed to demonstrate the collective impact volunteers can have on supporting families seeking economic opportunity. Finally, we worked several months without a human relations specialist as Molly Menster moved on to other endeavors. We welcomed Manisha Paudel to this position during the last month of the fiscal year, and she immediately began efforts to "reach-in" to communities within our larger community who may be disconnected from government or community services. We are grateful to have her as an addition to our team.

As always, thank you for your support of the work we do in our department.

Respectfully submitted

A handwritten signature in cursive script that reads "Kelly Larson".

Kelly Larson
Human Rights Director

DUBUQUE HUMAN RIGHTS DEPARTMENT FY13 ANNUAL PERFORMANCE REPORT

Human Rights Commissioners

Anthony Allen, Chairperson

Andrea Beacham
Mike Elliott
Andrea Helgager
Miquel Jackson

Howard Lee III
Jeff Lenhart
Tom LoGuidice
R.R.S. Stewart

Administrative Staff



From top center clockwise: Kelly Larson, Director; Carol Spinoso, Intake Specialist; Nikola Pavelić, Community Engagement Coordinator; Manisha Paudel, Human Relations Specialist; and André Lessears, Training & Workforce Development Coordinator

Department Mission

The mission of the Human Rights Department is to foster inclusion and engagement of people of all backgrounds within the organization and in the community by: 1) developing communication and leadership skills needed to navigate intercultural conflict; 2) strengthening relationships within and across groups; and 3) working with partners to ensure that services to meet basic needs for quality of life are readily available and accessible.

Detail by Activity

Focus Area 1: Community Development

Overview

Community Development involves building the capacity of various groups within our community to ensure equal opportunity, fairness, engagement, and access to government and other services that are necessary for residents to meet their basic needs. We support efforts to create a community filled with residents who are better informed about government and how to access government services, and who are actively involved to positively impact significant and identified basic needs in the community and in the institutions to which they belong.

We work towards this by:

- Hosting workshops to develop leadership skills, including the skills to communicate and navigate conflict within and across groups in the community.
- Facilitating opportunities for residents and local organizations to develop and/or repair relationships and work through their disagreements in order to foster inclusion and access to services.
- Supporting residents in their contributions towards developing and sustaining cohesive communities.
- Facilitating resident engagement with local government.
- Working with partners to develop positive solutions to problems impacting the ability of groups in our community to access services and meet their potential.

Major successes this past year:

- Successful *City Life* pilot program to enhance connections between residents and government
- Supported launch of *Inclusive Dubuque*

Future Initiatives:

- *Safety-NET*, a pilot program to engage residents at the neighborhood block level in creating safety in their neighborhood.
- *Resident's Lead*, a pilot program to revitalize resident skills in group process, problem solving, and intercultural competence in order to strengthen resident leadership.
- Reach-in approach to establish relationships with targeted cultural groups, assisting with group development and connecting groups with community resources to help meet their group-specific goals.
- Re-engaging the community in the Dubuque Dispute Resolution Center's volunteer community mediation program.
- Police Community Dialogue on Race, continuing this initiative to offer community members and police officers an environment to have a healthy dialogue on race relations, and help further develop intercultural communication skills of parties.

Supporting City, Organization and Community Goals

Planned and Managed Growth



A future initiative called *Safety NET* will work with residents at the block level to develop safe and healthy neighborhoods

Partnering for a Better Dubuque



The Volunteer Center Pilot Project involves three agencies who are collaborating to engage residents as volunteers in order to collectively impact economic opportunity



City Life is improving resident connection and engagement with one another and with local government

Financially Responsible City Government and High Performance Organization



A future initiative called *Cultural Voices* is a partnership between community members and local government to identify areas where we may be lacking cultural competence in our services

Economic Prosperity



Intercultural Competency Workshops are preparing our community members for 21st century jobs by providing skills to embrace a diverse population and support a multicultural workforce

Social/Cultural Vibrancy



The *Police Community Dialogue on Race* increases mutual understanding between police officers and community members



The development of *Intercultural Leadership Teams* in four organizations in the community has increased the capacity for these organizations to create welcoming and inclusive environments as they work to meet community needs



Inclusive Dubuque is collaborating to create a community in which all feel welcome and included

Community Development – Activity Statement

Engage residents and organizations as partners in ensuring equal opportunity, fairness, and access to government and community services around basic human needs

Goals

- Convene and/or facilitate diverse groups of community members and/or organizations who are taking positive and effective action together to be involved with local government, to create safety in neighborhoods, and to support people in attaining self-sufficiency
- Develop the number of community members across demographic groups practicing intercultural skills in the community

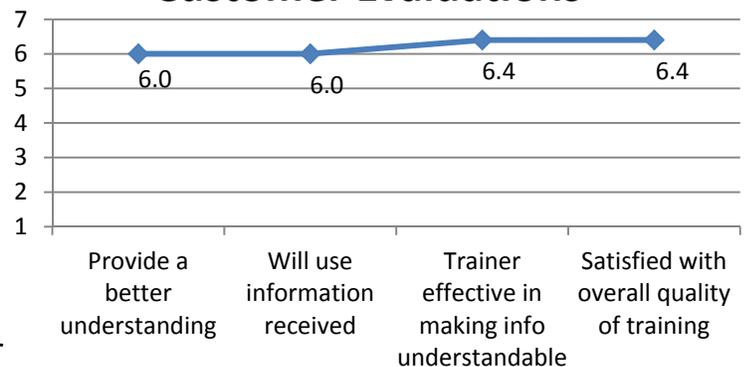
Objective 1: Facilitate learning workshops and dialogue sessions designed to improve understanding, communication, and/or conflict skills within and across groups.

A sustainable community is filled with individuals who have the skills to communicate effectively, understand each other, and work through conflicts in their organizations, neighborhoods, and community before those conflicts escalate to adversarial or violent interactions. As our community demographics continue to change, and as the social, environmental, and economic challenges become more and more complex, it is increasingly important that we have the skill to understand a diverse range of perspectives and to creatively address various needs together.

Did you know?

- The most frequent complaints we receive that are not legal issues involve concerns related to communication, exclusion, and ineffective processes
- 28 people from 9 organizations devoted 32 hours of time to participate in our Leadership Workshops this year
- Another 375 people attended shorter Intercultural Awareness Workshops and presentations
- 12 police officers and community members participated in the Police Community Dialogue on Race
- 5 resident volunteers spoke with community groups on issues related to sexual orientation.

Customer Evaluations



- Our staff was selected to present a session highlighting our intercultural work at the University of Wisconsin Platteville’s Midwest Culturally Inclusive Conference
- The Human Rights Commission and numerous partners sponsored *Better Together Dubuque*, a conference that drew over 200 people for educational sessions on Lesbian, Gay, Bisexual, Transgender issues.
- Participants in our workshops have come from a variety of racial and ethnic backgrounds, have ranged in age from their 20s to their 60s, have represented numerous professions, and have lived in Dubuque from a few months to their entire life.

“The program encourages you to participate and engage as a community member with city government.”
City Life Participant

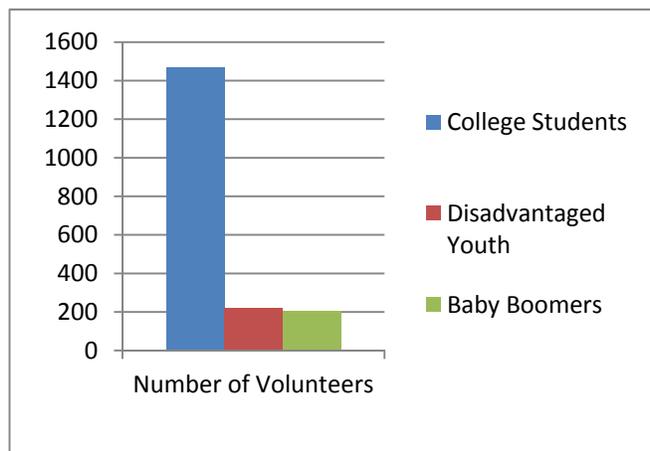
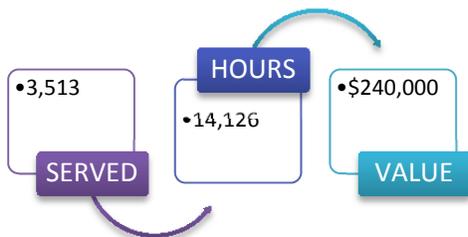
“I sure enjoyed being with this variety of people who are interested and asking questions from so many different perspectives.” *City Life Participant*

“The class allowed me to really reflect on my biases and how they manifest in my day to day situations.”
Intercultural Leadership Workshop Participant

Objective 2: Pilot collaborative efforts where residents and agencies are supported to impact safety and self-sufficiency in the community.

Safety and self-sufficiency are two critical human needs that require significant “people resources” to effectively address. We work with residents as partners in addressing these community needs, supporting residents in creating safety by welcoming and watching out for one another, and in creating self-sufficiency by supporting one another through hard times or unfamiliar circumstances.

Through a Volunteer Generation Fund grant, multiple agencies have formed a Volunteer Center Collaborative. Last year, the collaborative worked with 3,513 volunteers who served 14,126 hours.

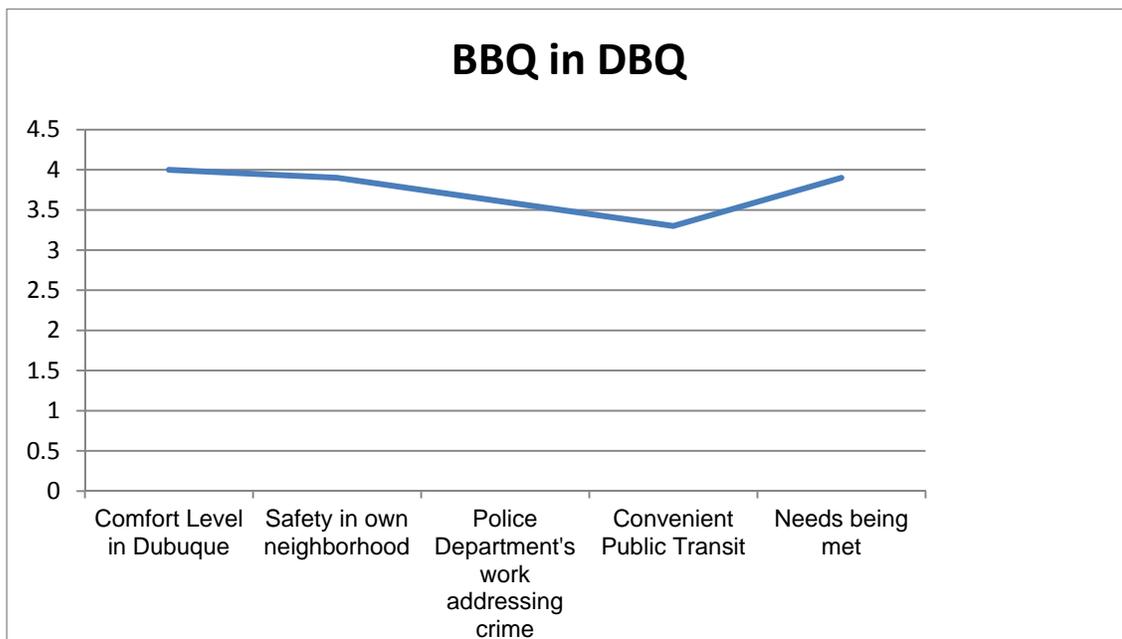
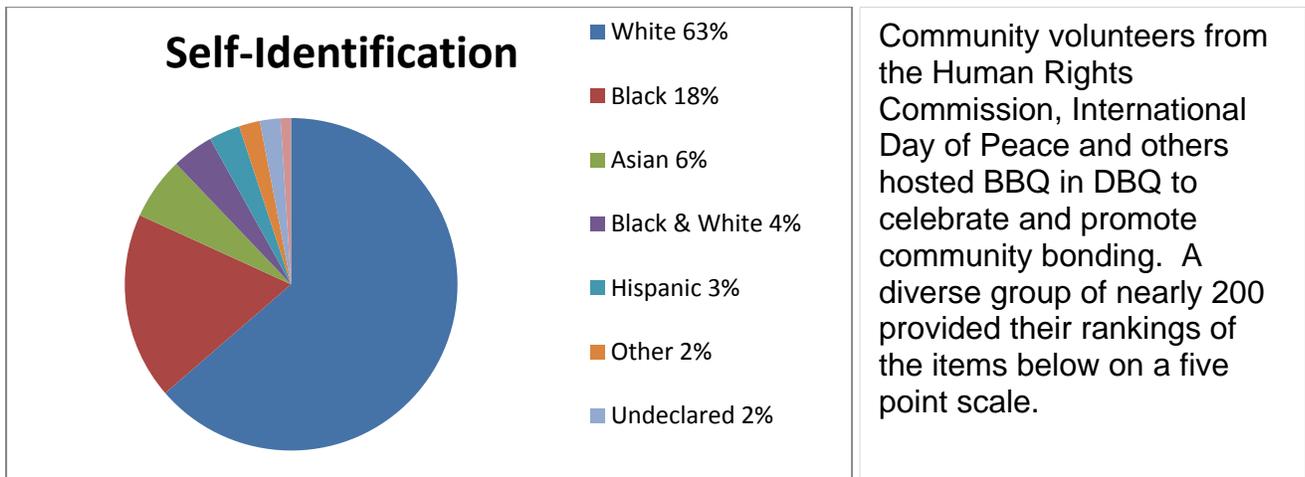


The collaborative is now working with three agencies on a pilot program to demonstrate the impact volunteers can have collectively on economic opportunity. Collectively, these agencies serve an important role in meeting housing and employment opportunities in the community.



Did You Know?

- A recent study by the Corporation for National and Community Service found that unemployed individuals who volunteer are 27% more likely to find work than non-volunteers
- The value of volunteer efforts in Iowa is estimated at \$17.55 per hour.



SUCCESS IS ABOUT PLANNING, PARTNERSHIPS AND PEOPLE LEADING TO OUTCOMES



PEOPLE

Local residents participate in *City Life*, a ten-week program designed to connect residents to their local government.

PLANNING

Cross-departmental teams continue to develop plans and strategies designed to infuse intercultural skills throughout the organization and to create a culture of inclusion and engagement within the City organization.



PARTNERSHIPS

Inclusive Dubuque is a local initiative involving public, private, and non-profit partners who are coming together to create a vibrant and welcoming community to insure the region's success today and into the future.



Detail by Activity

Focus Area 2: Organizational Development

Overview

Organizational Development includes building the capacity of other City Departments to ensure equal opportunity, fairness, engagement, and access to government services. We support efforts to develop and support a diverse, inclusive, and engaged workforce that is effectively serving all members of the public.

We work towards this by:

- Hosting workshops to develop staff skills in communicating and navigating conflict across differences within and across departments and community groups.
- Facilitating opportunities for residents and staff to develop and/or repair relationships and work through their disagreements in order to foster inclusion and access to government services.
- Assisting staff in developing policy, providing services and meeting community needs in inclusive ways.
- Supporting departments in attracting, recruiting, supporting and retaining a diverse and talented workforce
- Supporting departments in developing and implementing strategies to foster public and employee engagement

Major successes this past year:

- Collaborating across departments to design key elements for employee engagement, including components for an orientation program and a plan to assess training and development needs
- Facilitating the development of a strategy in the Planning Department to intentionally broaden their reach when hiring and when conducting planning processes
- Facilitating employee processes with the Building Services Department and Emergency Dispatch to improve communication, and develop processes and tools to foster engagement.
- Collaborating to develop an extensive engagement process for the Comprehensive Plan update, including on-line engagement options

Future Initiatives:

- Strengthening the role of commissions through an orientation pilot with the Housing and Human Rights Commissions
- Supporting implementation of the Comprehensive Planning process.
- Partnering on the implementation of a Citizen Survey so we can better assess where to target support for service improvements
- Implementing new staff orientation pilot, training needs assessment, and engagement workshops.

Supporting City, Organization and Community Goals

Partnering for a Better Dubuque

-  The support and participation of multiple staff members in the *City Life* workshops increases resident engagement with government
-  Developing inclusive community engagement plans for the Comprehensive Planning process and the Aquatic Center design increases resident engagement with government and increases the likelihood of commitment to supporting the outcomes

Financially Responsible City Government and High Performance Organization

-  Organizational development work within the reorganized Human Rights Department has resulted in clarification of roles, vision and mission for the department, focus areas, and improved plans for measuring outcomes.
-  Improvements to the recruitment process through coaching and technology expansion has increased the number of applicants by 44% since 2010-11, resulting in a highly skilled applicant pool and a selection rate generally reflective of community demographics
-  Developing internships with the Police Department through the Community Resource Officer program creates a pipeline for talent
-  Revising the police recruitment process to emphasize the key skill of effective communication, and supporting staff development of a communications course aligned with intercultural skills for field training officers and new recruits improves service delivery.
-  10.5 hours of Intercultural Competency workshops for all new staff improves skills needed to effectively serve a diverse public

Social/Cultural Vibrancy

-  Intercultural skill building improves mutual understanding, knowledge, and acceptance of differences between co-workers and with members of the public
-  Improved government services reaching all groups results in a more inclusive community in which all feel welcome

Organizational Development – Activity Statement

Partner with other City Departments to ensure equal opportunity, fairness, engagement, and access to government services

Goals

- Develop a diverse, inclusive and engaged workforce
- Engage a broad cross-section of the public in governance and leverage their input and action to address organizational and community issues
- Leverage data to gain an improved understanding of community and organizational assets and needs in order to support leaders in their efforts

Objective 1: Facilitate learning workshops and dialogue sessions designed to improve understanding, communication, and conflict skills needed in government service

Local government is charged with effectively serving all members of public, which means staff members need the skill to communicate and manage conflict effectively across cultural differences.

Did you know?

- 62 new employees participated in 10.5 hours of Intercultural Foundations Workshops as part of joining the City organization
- Leaders in our Police Department worked with us to create a communication course for Field Training Officers and new recruits premised in intercultural skills
- Housing & Community Development, the Police Department, and the Water & Resource Recovery Center all dedicate staff time to providing ongoing intercultural skill development in the organization
- We conducted 7 conflict coaching sessions involving conflict between front line co-workers or conflict regarding insufficient time to support employee development
- In the coming year, we will conduct engagement workshops with departments

Objective 2: Support department and division managers in efforts to recruit and retain a skilled, diverse, engaged workforce and citizenry

- *In order to provide the best government service possible and respond to increasingly complex community needs, we need a workforce filled with diverse perspectives and a high level of skill. We also need employees who feel included and engaged in their work, so that they may work to include and engage the public. In addition, our ability to succeed as a community is going to depend on our ability to draw diverse perspectives and skills into community planning, problem-solving, and policy processes.*

Did you know?

- We provided recruitment assistance for the following positions: police officer, traffic engineer, economic development director, assistant economic development director
- Our recruitment strategies have resulted in a candidate pool and workforce that is both highly skilled and increasingly reflective of community demographics
- The welcoming and orientation program we are developing is a critical first step to engaged and productive employees
- The training needs assessment will provide direction for future staff development which is crucial to productivity
- We have worked with the Planning

Department to create a plan designed to engage a broad cross-section of the general public in the Comprehensive Planning Process.

Race/Ethnicity	2011-2013 FT Hires	2011-2013 PT Hires	2011-2013 Seasonal
White	92% (68 people)	87% (53 people)	92% (277 people)
Black/African American	5.4% (4 people)	6.5% (4 people)	3% (9 people)
Hispanic/Latino	1.4% (1 person)	6.5% (4 people)	3% (9 people)
Asian	1.4% (1 person)	0%	2% (6 people)
American Indian	0%	0%	0%
Gender	2011-2013 FT Hires	2011-2013 PT Hires	
Male	44.1% (15 people)	48.8% (98 people)	
Female	55.9% (19 people)	51.2% (103 people)	

Objective 3: Facilitate groups to identify barriers to inclusion and engagement and work with departments to reduce or remove those barriers

Those who are actively involved as part of a workgroup or community group are best equipped to identify barriers to inclusion or engagement and to develop workable solutions to reduce or remove those barriers. We coordinate and facilitate efforts to uncover and address such barriers because inclusion and engagement are critical to high performance and effective service delivery.

Did you know?

- We facilitated a new employee focus group to help us to identify areas where we need to improve our welcoming and orientation process
- The training needs assessment we are working in will help us identify next steps for ongoing workshops, leadership skills, and department level planning
- An engagement process with the Building Services Department resulted in an improved communication and meeting structure, along with a cross-departmental workgroup to improve the inspection process
- An engagement process with the Emergency Communications Center has identified necessary communication and process improvements in the department.

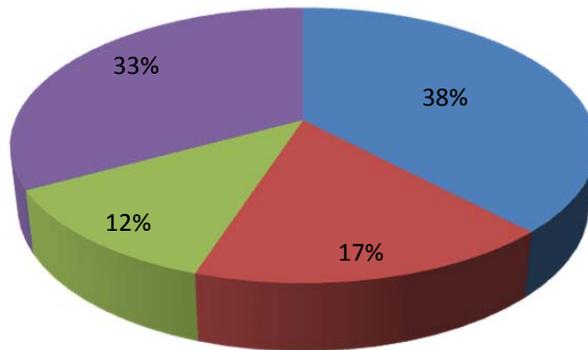
Detail by Activity

Focus Area 3: Enforcement

Out of 272 general inquiries, the most frequent areas where people were seeking assistance related to employment (38%) and housing needs (17%). Thirty-three percent of inquiries were non-jurisdictional issues or referrals made to various community organizations.

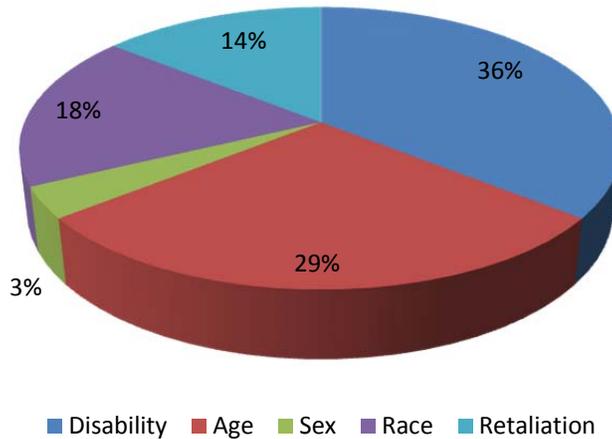
2013 Case Breakdown by Area

■ Employment ■ Housing ■ Public Accommodation ■ Other



Disability and age claims encompassed the greatest shares of the 23 cases filed in fiscal year 2013, followed by race, and retaliation.

2013 Breakdown by Basis



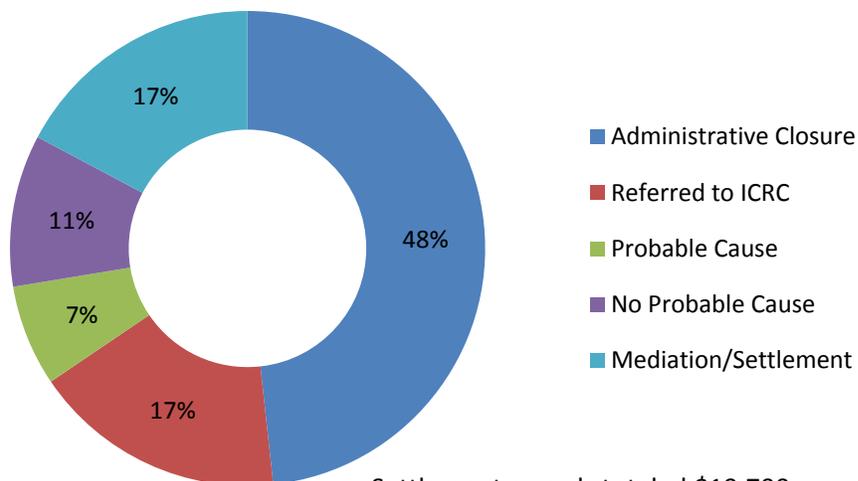
CASES CLOSED/RESOLVED

July 1, 2012 - June 30, 2013

Employment	23
Disability.....	7
Sex.....	6
Race.....	6
Age	5
Retaliation.....	4
National Origin.....	0
Gender Identity	0
Sexual Orientation.....	0
Religion.....	0
Housing	1
Disability.....	1
Race.....	0
Sex.....	0
Familial Status.....	0
Public Accommodation	4
Race.....	1
Gender Identity	1
Disability	1
National Origin.....	1
Total Cases Closed	28

Cases filed in one area (i.e. employment) may have alleged discrimination on one or more bases (i.e. disability and age); therefore the total by bases may be greater than the number of cases by area.

Disposition of Closed Complaints



Settlement awards totaled \$19,700.

THE COMPLAINT PROCESS

A complaint is filed when a person feels that he/she is the victim of unlawful discrimination. A complainant may file a complaint with the Human Rights Department within 300 days of the alleged discriminatory act. Any of the Department's staff can perform the intake interview establishing that the Department has authority in the matter (jurisdiction and gathering the necessary information about the alleged act, such as time, place, the person involved, and the details of the act.) Note that the complainant has the right to withdraw the complaint at any time.

A respondent is notified once jurisdiction is established and intake is complete.

A mediation conference is encouraged at this time because it offers all parties the possibility of a speedy and satisfactory resolution. If mediation fails, the Director or Human Relations Specialist begins an investigation.

An investigation can include field investigations, site visits, interviews with witnesses, documentation examination, and face-to-face meetings with both the complainant and the respondent to discuss the complaint and gather facts.

Probable cause is determined at the end of the investigation by an administrative law judge (ALJ). If the facts/evidence supports the charge, a determination of probable cause is issued. If the evidence does not support the charge, a determination of no probable cause (NPC) is issued and the case is then dismissed. The complainant can request to reopen the case if he/she feels the NPC is in error.

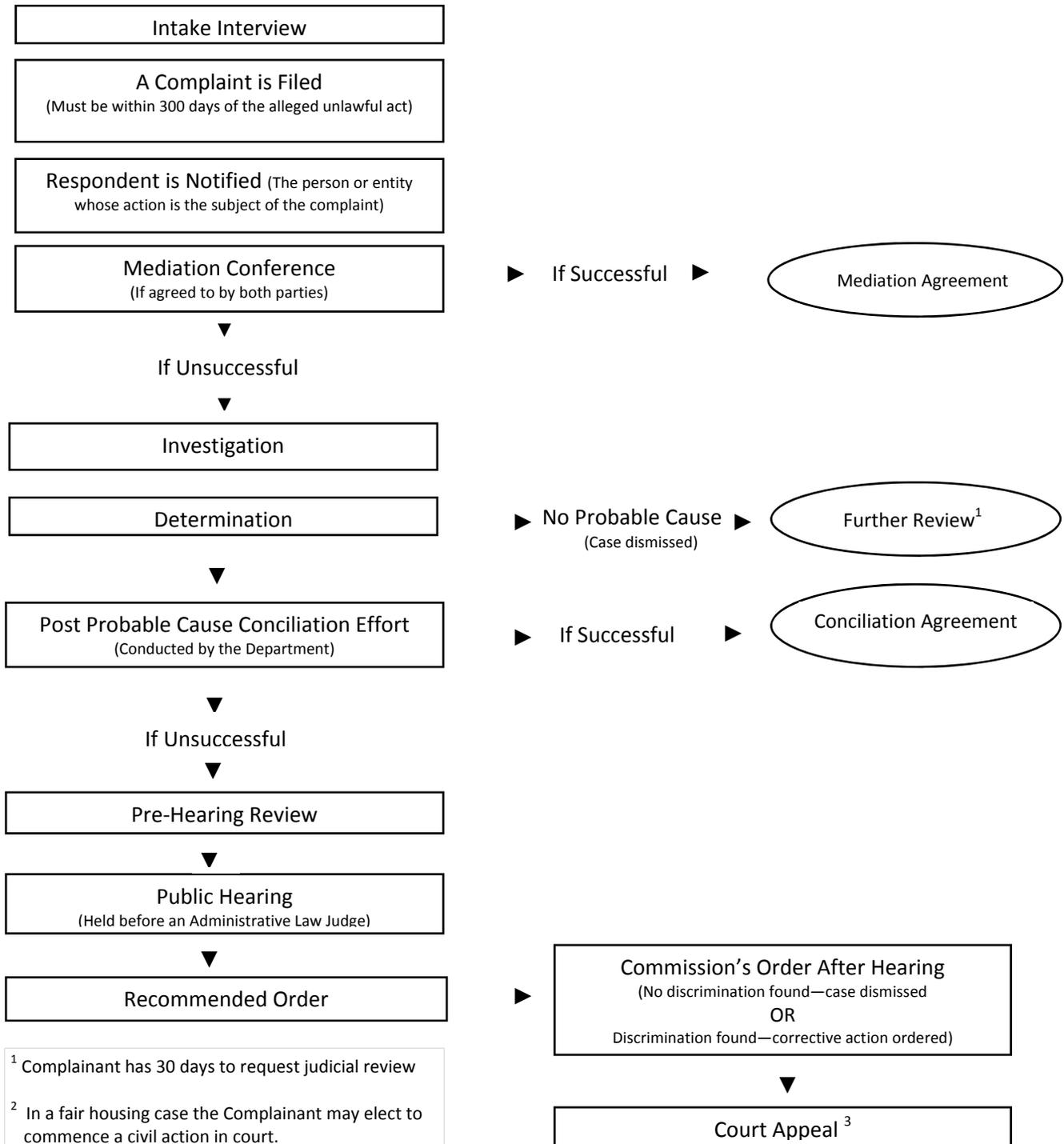
A post-probable cause conciliation is undertaken to try and bring the complainant and the respondent to a mutually agreeable arrangement saving all the parties' time, and possibly, legal fees.

When conciliation is unsuccessful the complaint proceeds to a pre-hearing review.

When a case goes to public hearing, it is presided over by an administrative law judge. At the hearing, the complainant is often represented by private counsel. The respondent is often represented by private counsel. The attorneys present the facts of the case to the administrative law judge. The City Solicitor represents the public interest.

The full Commission reviews the recommended order and the record of the hearing. If the Commission finds that discrimination has not occurred, the case is dismissed, but if the finding is that discrimination has occurred, the respondent is ordered to take appropriate action to redress the effects of the discrimination. The Commission may order employment, promotion, raise, back pay, letter of reference, housing, credit, formal apology, a change in the respondent's policies, and cash awards in compensation for humiliation, suffering, and mental anguish. Both the complainant and the respondent can appeal the Commission's order within 30 days to district court.

COMPLAINT PROCESS AT A GLANCE



¹ Complainant has 30 days to request judicial review

² In a fair housing case the Complainant may elect to commence a civil action in court.

³ Complainant or Respondent can appeal the decision to the District Court within 30 days.

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HUMAN RIGHTS
COMMISSION

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