



# EXECUTIVE SUMMARY

This paper describes the organizational development work around diversity, equity, and inclusion that has been occurring within the City of Dubuque as an institution over the past fifteen years. It also explains the transformation of the role of the City of Dubuque Human Rights Department from one focused solely on the reactive work of civil rights enforcement to one focused on the collaborative and proactive work of advancing human rights through the creation of a more equitable and inclusive culture. It is a journey that continues to unfold in a non-linear fashion based on community needs, community input, council policy direction, and the best available knowledge about effective practices in intercultural relations and human and civil rights.

This report consists of the following segments:

- 1) a background summary of what was happening in the community in the early 2000s, how the Human Rights Department was operating at that time, and the steps that were taken to begin to take an organizational development approach to diversity, equity, and inclusion;
- 2) a transitional summary of happenings in the community and the work that occurred between 2010 and 2015; and
- 3) a report covering the work over the past four years.

As we develop the organization and the people serving within it, we create an organization that is in transition. Overall, however, we are moving closer to an equitable and inclusive culture where all people are healthy and able to reach their potential, while simultaneously attending to any groups that are disproportionately experiencing negative life outcomes as a result of social policies and practices.

*Individually, we are one drop. Together, we are an ocean. Ryunosuke Satoro*

## HISTORY AND LANGUAGE

For purposes of this report, the following definitions are being used.

- **Civil Rights** refers to rights protected by non-discrimination statutes that are legally enforceable in a court of law. The right to be free from discrimination is one type of human right.
- **Culture** refers to patterns of shared basic assumptions and behaviors that are learned or taught to all members of a group (either implicitly or explicitly) as the correct way to perceive, think, or feel.
- **Equality** refers to the belief that it is essential to treat all people the same, and that personal feeling must be set aside in the name of objectivity.
- **Equity** refers to the view that each person is unique, each context requires adaptation of rules, and each situation demands a relative response.
- **Human Rights** refers to those things that many people may agree are rights one inherently holds by virtue of being human, such as the right to a standard of living necessary for health and

wellbeing. See, e.g., Universal Declaration of Human Rights, [www.un.org/en/universal-declaration-human-rights/](http://www.un.org/en/universal-declaration-human-rights/)

- **Human Relations** refers to interactions between people. Each person is both an individual and a member of a variety of cultures or groups.
- **Intercultural** refers to interactions between people of two or more cultures
- **Levels of Analysis:** refers to whether our department's interventions are at:
  - the individual level of learning and development and addressing individual bias,
  - the institutional level of organizational development and addressing bias in institutional policy and practice,
  - the structural level of community development and addressing bias that is reinforced across institutions and resulting in population level inequities.
- **Multicultural** refers to several different cultures
- **Values** describe the beliefs of an individual or culture. Personal values develop from individual experiences and the circumstances an individual finds themselves in. Group values are the moral and ethical principles traditionally upheld and transmitted within a group. Higher Order Values are those values that are recognized across major cultures of the world.

The challenge in protecting and promoting human rights in a representative democracy often lies in human disagreement about individual freedom and responsibility to others, or how best to ensure a minimum standard of living. These differences in understanding are influenced by a variety of factors, including culture and individual experiences. When people from one cultural group share one understanding of these terms and people from another cultural group share another understanding, there is a need for a concerted effort to create a new, mutual cultural understanding. As learning takes place and new understandings merge, changes in policy or law may follow.

The civil rights movement of the 1960s is an example of cultural change leading to changes in cultural norms and in the law. Historically in the United States, discrimination against certain groups was not only accepted by people as the norm, it was legally sanctioned by government. When laws prohibiting discrimination in employment, housing, and places of public accommodation were passed, civil rights enforcement agencies were created at the federal, state, and local levels across the country. The Human Rights Department in Dubuque was similarly created and staffed as a civil rights enforcement agency in the 1960s. Reactive investigation of individual civil rights claims, however, has not fully addressed inequitable outcomes for groups traditionally impacted by social inequity. *For a national perspective on federal enforcement see e.g., Confronting Racial Bias at Work: Challenges and Solutions for 21<sup>st</sup> Century Employment Discrimination, Race Forward November 2016; [https://www.raceforward.org/system/files/pdf/reports/RacialBiasAtWork\\_Summary\\_11.10.16.pdf](https://www.raceforward.org/system/files/pdf/reports/RacialBiasAtWork_Summary_11.10.16.pdf).* As we began noticing similar challenges on a local level in the early 2000's, we began in 2004 to investigate ways to be more proactive in approach. This paper tracks the historical development of that work over time.

## PROCESS AND CHALLENGES

Our process has included:

- community participation through the Diversity Task Force in 2004, the Safe Community Task Force in 2009, the Community Equity Profile project in 2014, and staff's ongoing relationships with the Human Rights Commission and with traditionally underrepresented groups in the community;
- council policy direction and financial support for structural changes within the organization and for partnerships out in the community;
- staff expertise gained through higher education, lived experience, and focused intercultural skill development, and
- outside consultant support from One Ummah Consulting in 2006-2008, Urban Strategies and Northern Illinois Center for Governmental Studies in 2009-2010, Kaleidoscope Group in 2013, the Interactivity Foundation in 2014, and the Government Alliance on Race and Equity in 2014-15.

A couple of points bear mentioning:

- The Human Rights Department neither exists nor operates in a vacuum. Our work is collaborative, cross-cultural, cross-departmental, and cross-sectoral by design. We also are at time constrained by an existing legal and social structure.
- We approach our work in a human-centered and developmental way. This means that we take time for individual learning and growth, while simultaneously recognizing that accountability for behavior change is necessary.
- Some of our interventions are at the individual level of learning and development, some are at the institutional level of city government operations, and some are at the structural level of interactions across institutions. All three levels play a role in creating and maintaining systemic inequities.
- The blending of popular approaches to diversity and inclusion with an intercultural approach and a focus on equity is innovative and this creates an organization in transition where challenges are to be expected as we pilot, learn, and grow.
- We are very early in our work to advance equity using an intercultural approach and we are experiencing the pain of being one of the trailblazers in this arena.
- We expect challenges and conflicts to continue; tackling them without abandoning our vision is necessary to progress.

## RESULTS AND CONCLUSIONS

Over the years, our work has raised awareness of the importance of being proactive in leveraging diversity as a benefit in our day to day work as City employees who serve an increasingly diverse public. As community awareness and needs have shifted, we have adjusted the structure of our department to allow for this more proactive approach. Initial changes at the institutional level involved creating a position focused on diversity and inclusion amongst our own organization's workforce, and spending time on organizational development and skill building with City staff in order to actively recruit and

retain a workforce more reflective of the community. The data contained later in this report shows that we have had some success in this regard, though much work remains to be done. Budget issues led to vacancies in the Human Rights Department being frozen for a period of three years, causing delays and setbacks. At the community level, the creation of the community equity profile through Inclusive Dubuque identified significant racial inequities in our community. The profile was not accompanied by a root cause analysis or the creation of a community wide plan for advancing racial equity. Disaggregation of data by race, however, has begun to be integrated into community-wide initiatives that align with the following My Brother's Keeper milestones: 1) reading at grade level by third grade (Campaign for Grade Level Reading); 2) graduating from high school (Dubuque College Access Network); and 3) preparing for college and career (Opportunity Dubuque and Dubuque College Access Network).

As the racial and ethnic diversity of our community has continued to shift, and as public awareness of the importance of equity and inclusion has increased, our department's focus has continued to evolve. The need to work effectively across cultural differences and the complexity of addressing historic and current inequities requires a focus on working across sectors, effectively engaging the public in civic affairs, and analyzing and adjusting our own City services towards more equitable outcomes.

To this end, I recommend the following focus areas within the institution:

- The Human Resources Department assume responsibility for the internal work of advancing equity and inclusion amongst our own workforce, with the Strategic Workforce Equity Coordinator position assigned to that department;
- The City Attorney's office maintain responsibility for civil rights enforcement with the civil rights specialist assigned to that office; and
- The Human Rights Department focus on broadening community engagement with government and advancing a more equitable and inclusive culture through the delivery of City services and partnerships with community institutions.
  - In working with City Departments on service delivery, I have noticed that many of the actions staff are reporting on are not explicitly tied to addressing an identified inequity, nor are they supported by community engagement or analysis of quantitative and qualitative data. This makes it very difficult to know if the changes being made are effective in impacting inequities that exist. Consequently, I recommend that over the next year Human Rights staff work cross-departmentally to apply the equity toolkit to specific, strategically identified services and data collection and analysis methods that impact equity practices across departments. In this way, we can better evaluate whether the changes staff are making are in fact effective for the populations most impacted by inequities.

There are also challenges facing our community at the structural level. The creation of the community equity profile highlighted significant racial disparities across all quality of life areas in Dubuque. Since that time, we have not come together as a community to conduct a root cause analysis and develop a racial equity action plan for the community. Racial equity action planning is increasingly becoming common practice in the United States. See *e.g.*, [Municipal Action Guide: Advancing Racial Equity in Your City](#), National League of Cities Racial Equity and Leadership 2017;

<https://www.nlc.org/sites/default/files/users/user125/NLC%20MAG%2000n%20Racial%20Equity.pdf>.

The City Council may want to consider during their annual goal setting process whether to prioritize conducting a community level root cause analysis around these racial disparities and creating along with the community a racial equity action plan that includes: 1) actions for individual residents, anchor institutions, and government policy and practice; and 2) a qualitative and quantitative tool to measure progress on an ongoing basis. If prioritized, this work should be done in a way that supports and builds upon the work that has already begun through the Campaign for Grade Level Reading, Opportunity Dubuque, the Dubuque College Access Network, and the Equitable Poverty Prevention Plan.

## BACKGROUND

Over the years, the City of Dubuque Human Rights Department has undergone a transformation from a traditional civil rights enforcement agency to a department focused on advancing human rights by developing a more equitable and inclusive culture. This transformation began in 2005, in sync with changes in our community.

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### 2005: HUMAN RIGHTS DEPARTMENT STRUCTURE AND COMMUNITY CONTEXT

At this time, the Department was staffed with a full-time Intake Specialist and a full time Human Rights Director, along with approximately 8 hours a week of assistance from the City Attorney's office. The bulk of staff time was spent investigating complaints of discrimination filed by the general public against a private business or housing provider to determine if there was sufficient evidence to prove either a motivation/intent to discriminate based on a protected class or a statistically significant discriminatory outcome based on a neutral policy or practice. This staffing did not allow for proactive prevention work and was instead focused solely on the reactive work of enforcement.

COMMUNITY CONTEXT: The community, which was historically white with a large percentage of people who had lived here all or most of their lives, was becoming more racially, ethnically, and geographically diverse. In addition, the numbers of students of color and students eligible for free and reduced lunch in the schools was increasing. Finally, community understanding of the potential value and challenges of diversity, the history of "isms," and the importance of more inclusive environments was increasing, leading to an increase in requests for "diversity training" and other preventative work that our legally trained staff were not equipped to provide.

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### 2005-2006: DIVERSITY TASK FORCE PLANNING PHASE AND HIRING OF CONSULTANT

In March 2005 the City Council approved a budget of \$7,500 per year for three years to conduct diversity training for staff. The City Council also approved funding to hire a Human Relations Specialist in the Human Rights Department based on the retirement of Assistant City Attorney Bill Blum who had been assigned part-time to the department. This role remained largely focused on compliance and conducting case investigations, with remaining time devoted to improving public awareness of drivers of identity-based conflicts.

In July 2005, the Diversity Task Force was established with membership from the following community groups: NAACP, Human Rights Commission, Women's Center University of Wisconsin Platteville, Dubuque Community School District, Multicultural Student Services Clarke College, Dubuque Dispute Resolution Center, United Dubuque Immigrant Alliance. Members from the following departments were also included on the Task Force: Police, Human Rights, Housing & Community Development, Planning Services, Personnel, City Manager's Office. The group met monthly to discuss the structure for training and develop a request for proposals.

The Task Force drafted a request for proposals (RFP) based on the conclusion that the most effective approach to the City's ability to meet the needs of an increasingly diverse public would consist of a combination of three elements:

- an organizational assessment and strategic planning piece that would help to identify areas that need attention;
- training of City staff, and
- a train-the-trainer portion that would equip City staff to perform refresher training as well as training for new staff members.

The City Council approved the RFP, responses were solicited, a subcommittee identified by the Task Force reviewed the responses and recommended that the City Council hire One Ummah Consulting at a three-year cost of \$79,200, which Council approved.

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#### 2006-2008: WORK WITH ONE UMMAH CONSULTING

ORGANIZATIONAL ASSESSMENT: One Ummah Consulting completed an initial organizational assessment that included:

- Administering the Intercultural Development Inventory (IDI) to 155 City employees randomly selected across departments, generating a group profile of where we stood as an organization overall in our development of intercultural competence and where each subgroup of departments stood.
- Providing individual IDI profile results with customized feedback to Department and Division Managers, as well as members of the City's Intercultural Competency Steering Team and Intercultural Competency Training Team.
- Conducting employee focus groups with each of the following groups of employees:
  - Employees of color
  - A cross-section of management employees
  - A cross-section of non-management employees
  - Employees with disabilities
  - Gay, lesbian, bi-sexual or transgender employees
  - A cross-section of Male employees
  - A cross-section of Female employees
- Conducting community member focus groups with each of the following groups of community members:
  - Caucasian/White community members
  - African-American/Black community members
  - Latino/Chicano community members
  - Community members with disabilities
  - Gay, lesbian, bi-sexual, transgender community members

- Conducting one-on-one meetings with City Council Members to discuss their experiences working with City staff.
- Compiling a full Report and Recommendations based on the assessment results and holding multiple open sessions for City staff and community members to review and discuss the report.

CAPACITY BUILDING WITH STEERING AND TRAINING TEAMS: A Steering Team was established consisting of City staff from Human Rights, Police, Personnel, City Manager's Office, and Housing. The Steering Team developed a strategic plan around the following elements:

- Hiring an individual in the Personnel Department focused on recruitment and retention.
- Explicitly communicating the City's commitment to diversity and inclusion through web pages, Channel 8 programming, City Manager's messages, and other means easily accessible to the public.
- Reviewing application, selection, and promotion processes to identify possible barriers to recruitment and retention.
- Developing a plan for infusing intercultural training and skills into the structure of the organization.
- Translating key documents to Spanish – the primary language spoken in Dubuque at that time in addition to English.

A Training Team was established consisting of City Staff from Human Rights, Police, Fire, Library, and City Attorney's Office along with community members from Dubuque Community School District, Clarke College Student Life, Human Rights Commission, Dubuque Dispute Resolution Center, and Bluff Street Neighborhood. Members of these teams completed 90 hours of development focused on building skills to lead the ongoing work to apply intercultural skills to diversity and inclusion work.

INITIAL TRAINING WITH CITY STAFF: One Ummah Consulting, with assistance from the newly established Training Team, developed and implemented three foundational training modules for City staff for a total of 10.5 hours of training for every staff person working for the City. Training objectives included:

- developing some shared language;
- raising awareness of the impact of differences on effective communication;
- distinguishing an intercultural approach from other approaches to diversity and inclusion;
- becoming aware of the core principles of an intercultural approach;
- beginning to recognize common miscommunications that occur across cultural differences;
- beginning to develop a deeper understanding of how culture impacts communication dynamics;
- identifying and familiarizing participants with key intercultural skills;
- identifying tools and techniques to increase effectiveness in working with diverse groups of people;
- becoming aware of our own conflict styles and developing the ability to recognize different styles;
- beginning to understand the ways in which culture impacts conflict styles;
- practicing distinguishing different conflict styles;
- becoming aware of the ways in which conflict can escalate if participants are unaware they are using different conflict styles.

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## 2008-2010: STRATEGIC PLAN PROGRESS – CREATING AN ORGANIZATION IN TRANSITION

The Steering and Training Teams focused on implementing the Strategic Plan that had been developed based on the report and recommendations from One Ummah Consulting. To assist in these efforts, the Steering Team developed a Website subcommittee and a Tips subcommittee. Accomplishments included:

- **Structure & Staffing:**
  - Training and Workforce Development Coordinator (TWDC) Position designed, funded by City Council along with a \$10,000 implementation budget, recruited, and filled. Position included coordinating work and guiding efforts around recruiting and retaining a diverse workforce, along with additional training and employee involvement team coordination.
- **Communication and Assessment:**
  - Guiding Principles of the Management Philosophy amended to include intercultural concepts
  - Post Offer of Employment (i.e., background check) policy reduced to writing and posted transparently on the City's web site along with residency requirements
  - "My Dubuque" video created and released
  - Small group meetings held with all department managers and supervisors and all union stewards to obtain feedback on progress and to inform next steps in strategic plan.
  - First Annual Report completed and distributed to nearly 24,000 households through the Telegraph Herald
- **Policy and Practice:**
  - On-line application and recruitment tools researched, Neogov funded by City Council and implemented.
  - Key brochures and major publications translated into Spanish; City Hall signage added in Spanish
  - Domestic Partner Benefits added for City staff
  - Administrative Policy on intercultural competence developed
  - Best practices in recruitment, retention, affirmative action and equal opportunity, flex time, performance planning, departmental performance and accountability measures researched
  - Police Department recruiting and hiring process adjusted, including a pilot involving community members to assist in assessing communication skills with diverse members of the community
  - Incentive program developed for community volunteers and for trainers with full time jobs that do not include service on the training team as part of job description.
- **Skill Building:**
  - Training conducted with front line staff on use of the Language Line
  - One-on-one interviews and coaching with every department manager conducted regarding training, recruitment, retention, and succession planning.
  - Culture Specific Lunch and Learns held related to the following social identities: national origin, sexual orientation, socioeconomic status
  - Additional staff from Fire, Water Resource & Recovery Center, Transit, Water Department trained to serve on the training team, along with two community members from McKesson and two from Loras College.

- Ongoing development for training and steering team members offered through the Intercultural Communication Institute
- 10.5 hours of foundational training offered for new staff
- Intercultural Competency Tips presented monthly at Leadership Team meetings
- Sample interview questions to elicit information on intercultural skills developed and two trainings on using the questions and evaluating responses offered.
- Community Engagement:
  - Police/Community Dialogue on Race developed and implemented
  - Speakers' Bureau consisting of community members who were willing to be trained and available to speak and answer questions on their experiences as a member of an underrepresented group in Dubuque developed and implemented.

## TRANSITION

In 2009 and 2010, the Human Rights Department became heavily involved in the Safe Community Task Force, first as a facilitator of meetings and later supporting an outside facilitator and coordinating the Northern Illinois University Study on Crime and Poverty. Recommendations from the SCTF that were focused on developing the skills of individuals aligned with skill development portions of the recommendations from One Ummah Consulting. Other recommendations from the SCTF were focused on policy and procedure, particularly with respect to the operations of the Housing Choice Voucher program.

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### 2010: HUMAN RIGHTS DEPARTMENT RESTRUCTURING

In July 2010 the City Council adopted Safe Community Task Force recommendations, one of which was that increased human relations efforts, including intercultural competence, become a priority and that we work towards increasing tolerance, mutual understanding, and community solidarity. This recommendation was in some ways consistent with a portion of One Ummah Consulting's Report and Recommendations, which noted that the Human Rights Department needed a shift in focus to meet the challenge of "balancing proactive work with the reactive work of investigations" and that "most research in the field of organizational structure in relation to diversity says that capacity-building function should be separate from the investigating function . . . [because] an organization trying to be in *compliance* is different from an organization attempting to demonstrate a level of *commitment* to diversity and inclusion." The recommendation was also consistent with review of local, state, and federal enforcement agency statistics indicating a low rate of findings of discrimination coupled with a steady and sometimes increasing rate of filings indicating that while conflicts persist in the workplace, enforcement has been minimally effective in preventing and/or proactively addressing underlying drivers of the conflicts. Even more crucially, individual case enforcement was having limited impact on population level inequities across traditionally marginalized and underrepresented groups.

In August 2010, the City Council approved the following re-organization:

- Human Rights Department staff members would no longer be involved in compliance and enforcement decisions. Rather, compliance and enforcement decisions filed by community members against outside organizations would be made by the City Attorney's office. As for compliance and enforcement decisions related to City employees, these continued to be made by the Personnel Department consistent with past practice.

- Human Rights Department staff retained:
  - Intake on complaints of discrimination by community members against outside organizations.
  - Mediation of complaints of discrimination filed by community members against outside organizations
  - Public hearings, in conjunction with the Human Rights Commission as decision makers as set forth in the City Ordinance.
- Human Rights Department staff added:
  - Coordinating and expanding intercultural competence training and development in collaboration with the Training and Steering Teams;
  - Coordinating proactive recruitment and retention efforts with the Training & Workforce Development Coordinator re-assigned to Human Rights;
  - Advancing systemic change in collaboration with the Training and Steering Teams.

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#### 2010-2013: ONGOING WORK OF THE STEERING AND TRAINING TEAMS

The Steering and Training Teams continued their work with the newly restructured Human Rights Department, with the following results:

- Structure and Staffing
  - Proactive commitment work (Human Rights) separated from the reactive compliance work (Human Resources and City Attorney)
  - Updated the Human Relations Specialist position to reduce the focus on case investigations which were now handled through the City Attorney's office and to increase focus on relationship building with members of traditionally marginalized communities
  - Position of Community Engagement Coordinator developed and funded by City Council in March 2012. Position was filled in July 2012.
- Communication and Assessment
  - Held a half-day strategy session with an outside facilitator to review department manager feedback and begin laying out strategy for employee engagement efforts
  - IDI administered to Training and Steering team members and 120 leaders in the organization who completed a leadership course, generating a group profile. Provided 34 feedback sessions for individual development and conducted six group feedback sessions.
  - Facilitated ten focus groups with employees and an input session with Leadership Team to gather feedback for five-year report and future planning
  - Issued Five-Year Progress Report
  - Facilitated focus group meetings with employees new to the organization in the prior five years to assist in revising orientation process for staff
  - Implemented employee engagement focus groups with Planning Services, 911 Center, Building Services Department, Landfill.
  - Presented employee engagement session for Leadership Team and conducted small group discussions around barriers to effective engagement
  - Created a "Key Concepts" poster for departments
  - Presented on our work at the Upper Midwest Inclusive Communities Conference at the University of Wisconsin, Platteville in fall of 2011, fall of 2012 and fall of 2013.
- Policy and Practice
  - Continued use of NeoGov online applicant tracking system
  - Conducted Training Needs Assessment for the City organization

- Workforce Development Coordinator engaged in one-on-one coaching and recruitment support with Department Managers, with a strategic focus on recruitment for leadership level positions.
- Created and distributed orientation checklist tools
- Designed orientation workshops covering City Manager Form of Government, Management Philosophy, Administrative Policies, Culture of working for Local Government, Community Engagement, Customer Service, Boards & Commissions, Budget, Technology. Orientation included a message from the City Manager, a welcome lunch, and a community tour on the Jule.
- Began investigating best practices in succession planning based on Council priority related to impending retirements.
- Skill Building
  - Began to negotiate with NICC to offer workshops through the Business Consortium as part of the plan to expand community awareness of the importance of intercultural skill development and institutional efforts around diversity and inclusion.
  - Began to develop a 32-hour train-the-trainer program for organizations seeking to begin an intercultural initiative in their organization.
  - Developed and implemented J-term course with UD students, including administration of the IDI with one-on-one developmental feedback, which grew into regular use of IDI and intercultural framework in UD's teacher education program.
  - Continued 10.5 hours of foundational training for new City staff
  - Added and oriented new members to Steering and Training teams
  - Trained additional trainers from the Police Department and the Housing Department to join the training team.
  - Police officers who graduated from four-day train-the-trainer workshop, develop a four-hour Culture and Communication Course for new Police officers and field training officers
  - Human Rights Director completed the Summer Institute for Intercultural Communication Fellows Program; coursework for Intercultural Practitioner Certificate from the Intercultural Communication Institute; and coursework for Intercultural Professional Certificate from the Intercultural Communication Institute.
- Community Engagement
  - Facilitated seven focus groups with residents to gather feedback for five-year report and future planning
  - Began researching best practices on community engagement with a focus on building bridging social capital and engaging residents of diverse backgrounds with government
  - LGBTQ Youth Group developed and launched in partnership with LGBTQ community members and Multicultural Family Center
  - Hispanic Community Group developed in partnership with Latino community members.
  - Black Men Coalition developed in partnership with African-American community members.
  - Continued to coordinate Speakers' Bureau presentations with community members and trained additional community members as speakers
  - Facilitated a second group of officers and community members to join the Police Community Dialogue on Race. Conducted six Police Community Dialogues on Race National League of Cities' National Black Caucus of Local Elected Officials awards City of Dubuque second-place honors in its 2012 City Cultural Diversity Awards for Intercultural efforts and Police Community Dialogue on Race.

- Attempted a collaborative effort with residents interested in developing a community-wide approach to fostering inclusivity in the business community, creating a draft strategy and obtaining input from community leaders.
- Attempted to negotiate agreements with local businesses to do intercultural development work with them but were unsuccessful due to time and resource commitment required to do this work effectively and confidentiality concerns they had in working with local government since we, as an institution, also have enforcement obligations.
- Facilitated development and implementation of Better Together Dubuque conference with LGBTQ community members and partner organizations.
- Facilitated conversations between Hispanic community group and City staff including:
  - Utility Billing regarding the application process
  - Police and Legal Departments regarding the work of the Safe Community Task Force.
- Developed and piloted City Life program in the spring of 2013, engaged alumni to make revisions and offered revised session in the fall of 2014
- Training Team continued offering training with external organizations but with an intentional capacity building focus so that the organizations might continue the work on their own accord.
  - Implemented monthly half-day development sessions with teams from Body & Soul Wellness Center, Hillcrest Family Services, Riverview Center, and Goodwill to administer the IDI, provide individual and group feedback, and build internal intercultural competence teams in their organizations.
  - Worked with Capri College to develop a steering committee, administered the IDI and provided feedback, held focus groups with staff and students, provided recommendations
  - Implemented 5-hour Introduction to Intercultural Communication workshop for Board and Commission members and general public
  - Implemented first four-day train-the-trainer workshop in the spring of 2012 with participants from the Police Department, Loras College, the Community Foundation of Greater Dubuque, the University of Dubuque, the Housing Department, the Multicultural Family Center, Hills and Dales, the Transit Department, NICC, the Leisure Services Department, Hempstead High School, and the University of Wisconsin Platteville.
  - Implemented revised four-day workshop in the fall of 2012 and summer of 2013 with a stronger focus on leading intercultural development work and the following objectives: developing a deeper understanding of how culture impacts communication and conflict dynamics; recognizing common miscommunications that occur across differences; identifying and familiarizing participants with key intercultural skills; identifying tools and techniques to increase effectiveness in working with diverse groups of people; discovering the origins of emotional reactions to experiencing difference; beginning to examine the process of change and ways to create inclusive environments so people can meet their potential.
- Offered one to two hour workshops for an additional 375 people from various organizations throughout the community.

Community Context: Community partners engaged Kaleidoscope Group as a consultant to work on leadership alignment around community inclusion, which led to the launch of the Inclusive Dubuque Network in October 2013. Inclusive Dubuque began discussions about carrying out a process for a

community-wide equity assessment and became a City Council priority. Also in 2013, the U.S. Department of Housing and Urban Development issued A Letter of Findings related to the City's fair housing obligations as a recipient of federal funds. The Letter included findings that certain policy decisions by the City had the effect of disproportionately negatively impacting African-Americans. Both of these developments had a significant impact on prioritization of our work in the Human Rights Department and the decision to shift from a human relations approach to an advancing equity approach in our government role.

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## 2014-15: SHIFT TO ALIGN WORK WITH INCLUSIVE DUBUQUE

Following the launch of Inclusive Dubuque as a City Council priority and the findings from HUD, the Human Rights Department began to supplement the focus on individual skill development and relationship building with collaborative work to advance equity. We continue to take an intercultural approach to our work, and we offer individual skill development opportunities to City staff and partner organizations through the City's orientation program for new employees and through a four-day intensive workshop designed for City staff interested in leading equity and inclusion work and community partners who receive City funding.

During 2014 and 2015 we transitioned and expanded our cross-departmental teams. The Steering Team became the Recruitment and Retention Team and membership on the team expanded to several additional department managers. The team maintained a focus on internal workforce development for the City organization. The Media and Website teams combined into one Communication Team and expanded its membership. A new internal team, the Inclusive Dubuque Core Team, launched.

The initial work with the Inclusive Dubuque Core Team involved meeting with departments to lay out the details of the Inclusive Dubuque network, to identify Inclusive Dubuque champions in departments, and to begin to establish a collective impact framework for impacting inclusion.

Accomplishments in 2014-15 included:

- Structure and Staffing
  - Redesigned the Human Relations Specialist position to that of Equity Outreach Coordinator
- Communication and Assessment
  - Developed key concept videos for staff to use in training within their departments
  - Developed an equity tool and shared language around equity
  - Met with leadership teams in each Department to present on Inclusive Dubuque, assess the current status of equity work within the department, and begin to have action plan discussions
  - Began to identify action plan areas for each department
- Policy and Practice
  - Implemented new employee orientation workshops
  - Developed an Intranet to improve staff access to tools and resources
  - Developed transition planning outline and tools for Departments
  - Developed civil service informational packet and resources
  - Completed the Training Needs Assessment with City staff
  - Investigated possibilities for improved orientation using Neogov Onboarding modules
  - Developed uniform recruitment tools including Recruitment and Selection Checklist, Civil Service Commission Flowchart, Tips on Recruiting a Diverse Applicant Pool.
  - Worked on a skill development pipeline for EMTs/paramedics with NICC

- Worked on recruitment plans with Public Works
- Skill Building
  - Continued to offer training for new City employees, a four-day intensive workshop annually, and other staff workshops on request with a capacity building focus
  - Hosted key concept refresher sessions with Leadership Team, Public Works and the Fire Department
  - Developed Community Engagement Toolkit for staff and trained Leadership Team on use of the toolkit, including the portions related to equity and inclusion in participation
  - Developed and implemented three educational sessions with hiring managers and supervisors in Leisure Services department focused on leveraging existing internships, part-time, and seasonal positions as a pipeline to full time employment.
  - Joined the Government Alliance on Race and Equity as an inaugural member and arranged for them to provide a workshop on individual, institutional, and structural levels of implicit and explicit bias for nearly 300 City staff.
- Community Engagement
  - Continued City Life
  - Collaborated with Inclusive Dubuque to develop a Community Equity Profile, an extensive process that sought to discover how diverse groups are affected by various community systems that impact economic wellbeing, housing, education, health, safe neighborhoods, transportation, and arts and culture.
  - Met with career coaches in various organizations to share information about civil service process with their clients
  - Worked with teams involved in revising the budget process, updating the Consolidated Plan, and revising City Life to develop and carry out community engagement using the toolkit.
  - Worked with Inclusive Dubuque to implement process to develop Equity Profile, including training of 24 diverse community members as facilitators, hosting dialogue sessions throughout the community, distributing surveys, collecting data, and finalizing and releasing Community Equity Profile. Planners met with formal and informal community leaders of underrepresented communities to develop culturally appropriate processes, establish parameters of participation, translate materials, and conduct dialogue sessions. Events attended to gather input included Juneteenth, Spanish mass, Marshall Islands Constitution Day, PrideFest, Friends of India celebration, and meetings of LULAC, NAACP, Tri-state Muslim Association, and Filipino residents.
  - Community members from nine community resource groups helped to:
    - Facilitate Inclusive Dubuque dialogues
    - Host school dialogue on student concerns
    - Serve in advisory role with Police Department
  - Facilitated interactions between community members in group called Cultural Voices and members of the Police and Housing Departments to increase awareness and understanding of how department service delivery may be impacting immigrants and refugees

In November 2015, Inclusive Dubuque released the Community Equity Profile. The profile documented inequities, particularly around race, across all major indicators of wellbeing including economic, housing, health, education, safety, transportation, and arts & culture. The full profile is contained at [www.inclusivedbq.org/community-equity-profile](http://www.inclusivedbq.org/community-equity-profile). The City Council began to explicitly include equity, in addition to inclusion, in its vision/mission statements, certain outcomes for City Council goals and, ultimately, in the Imagine Dubuque Comprehensive Plan. The remainder of this report details our

department's current focus on advancing equity in collaboration with a variety of City and community partners.

Any reflection on the progress made must take into consideration the fact that two positions became vacant and were frozen for a period of time due to budget issues. The Training and Workforce Development Coordinator position was frozen from 2/26/2016 to 2/4/2019 and the Community Engagement Coordinator was frozen from 9/30/2016 to 2/22/2019. Now these two positions with the titles of Strategic Workforce Equity Coordinator and Community Engagement Coordinators are once again funded and filled. During the time these two positions were initially created and filled, we were able to gather momentum with in turn created expectations of change. Losing the positions for a period of three years, and the associated loss of momentum and inability to meet expectations has created some frustration within the organization that we are now working to recover from.

# ADVANCING EQUITY & INCLUSION

## PROGRESS REPORT 2016-2019

### OVERVIEW

#### CITY COUNCIL 2035 VISION STATEMENT

*Dubuque 2035 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2035 has preserved our Masterpiece on the Mississippi, has a strong diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community.*

#### CITY MISSION STATEMENT

*Dubuque city government is progressive and financially sound with residents receiving value for their tax dollars and achieving goals through partnerships. Dubuque city government's mission is to deliver excellent municipal services that support urban living; contribute to an equitable, sustainable city; plan for the community's future; and facilitate access to critical human services.*

*What kind of community do you want for your children, grandchildren, friends and neighbors, both new and long standing? The only way to have a viable, livable, and equitable community is to make it so. It will not just happen on its own. We all share responsibility to develop the action steps, create the strategies for success, be inclusive in our efforts, and make our community sustainable and resilient.*

[Introduction to Imagine Dubuque Comprehensive Plan](#)

The City of Dubuque is dedicated to a viable, livable, and equitable community, and City staff play a key role in contributing towards community sustainability. City staff is committed to:

- ongoing learning that includes developing and applying intercultural skills
- delivering high levels of customer service to community members of all cultural backgrounds
- advancing a healthy environment where staff and community members maintain strong, positive relationships and work effectively together
- removing barriers that are preventing inclusive and equitable service delivery
- contributing towards the creation of a more inclusive and equitable community where life outcomes can no longer be predicted based on the circumstances of one's birth.

This report summarizes work over the past four years to develop a structure and begin to operationalize equity within City government operations and with our community partners.

## A NOTE ABOUT DIVERSITY, EQUITY, AND INCLUSION

There is a lot of talk these days about diversity, equity and inclusion and an equal amount of disagreement about what these terms mean. Reduced to its simplest form, and in the words of Tonya Allen with the Skillman Foundation: diversity is when we count people, inclusion is when people count, and equity is when we can no longer use circumstances of birth to predict life outcomes. This report includes efforts in all of these areas.

The work to be inclusive and advance equity is life-long work that requires a focus on individual growth and development along with a focus on co-creating new ways of operating that bring us closer to more equitable outcomes. This report is a report of an ongoing and ever-changing journey.

*Intercultural Competency is a developmental, research-based practice focused on:*

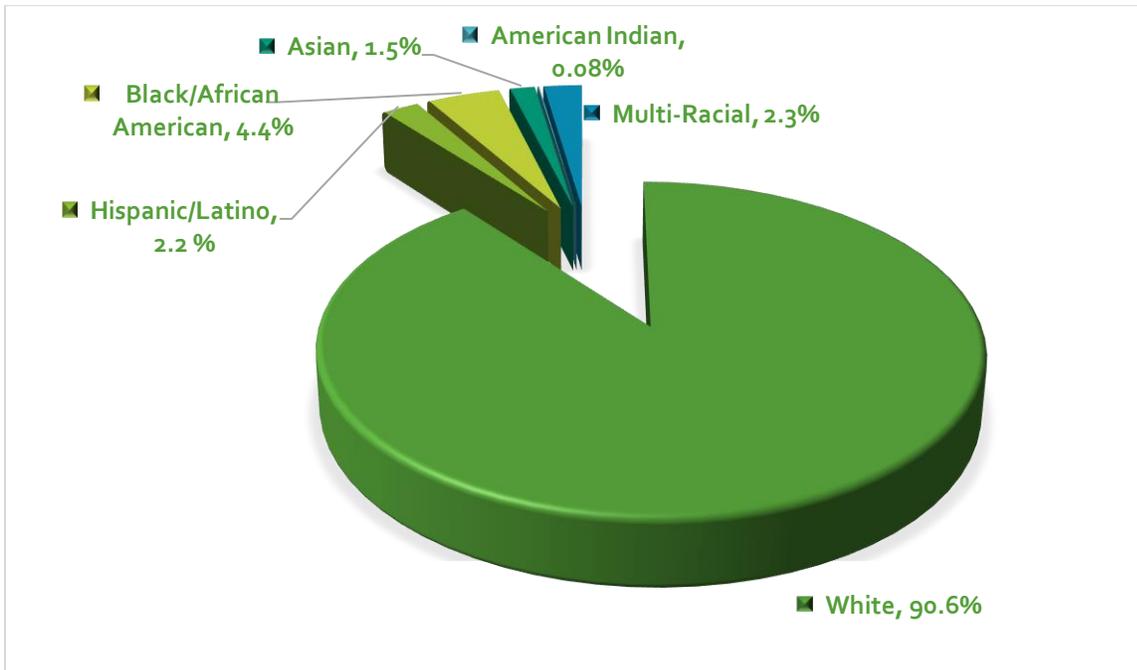
*Improving skills over time through experience and practice*

*Working well across backgrounds, experiences, and worldviews that differ from what either individual is used to*

*Leading in ways that leverage our differences in order to ensure effective service delivery to all segments of the population.*

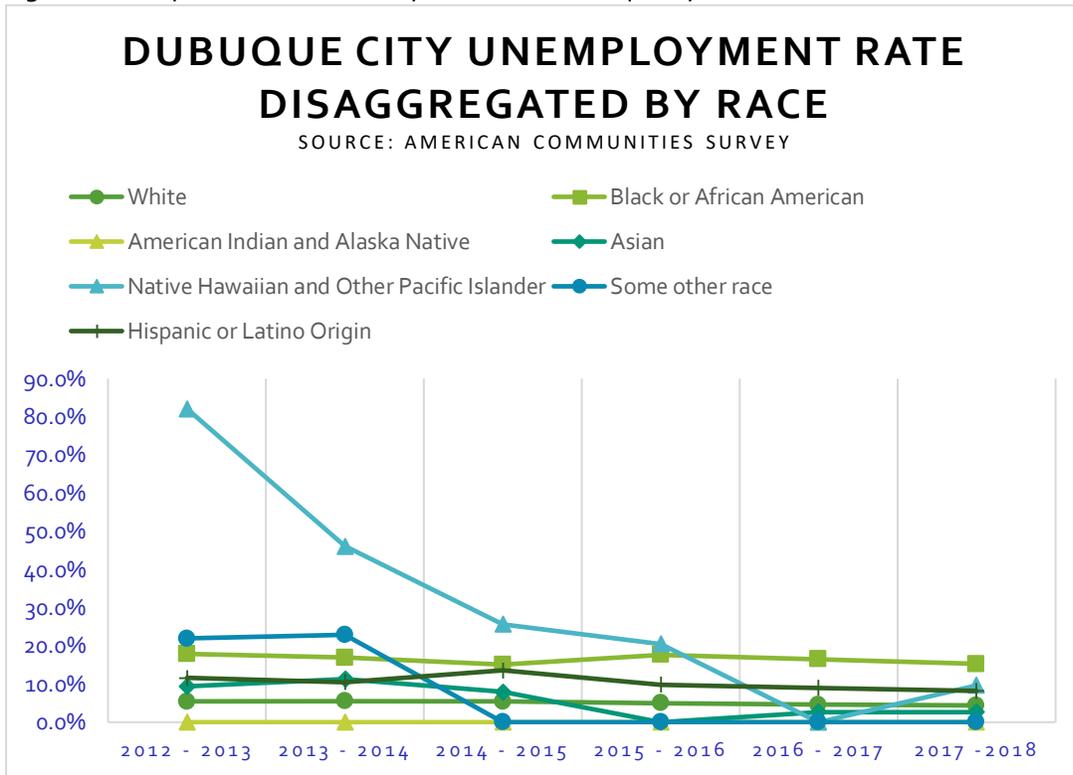
## COMMUNITY DEMOGRAPHICS AND POPULATION LEVEL INEQUITIES

The face of Dubuque continues to change. The 2013-2017 American Community Survey estimates the following demographic makeup of our community.

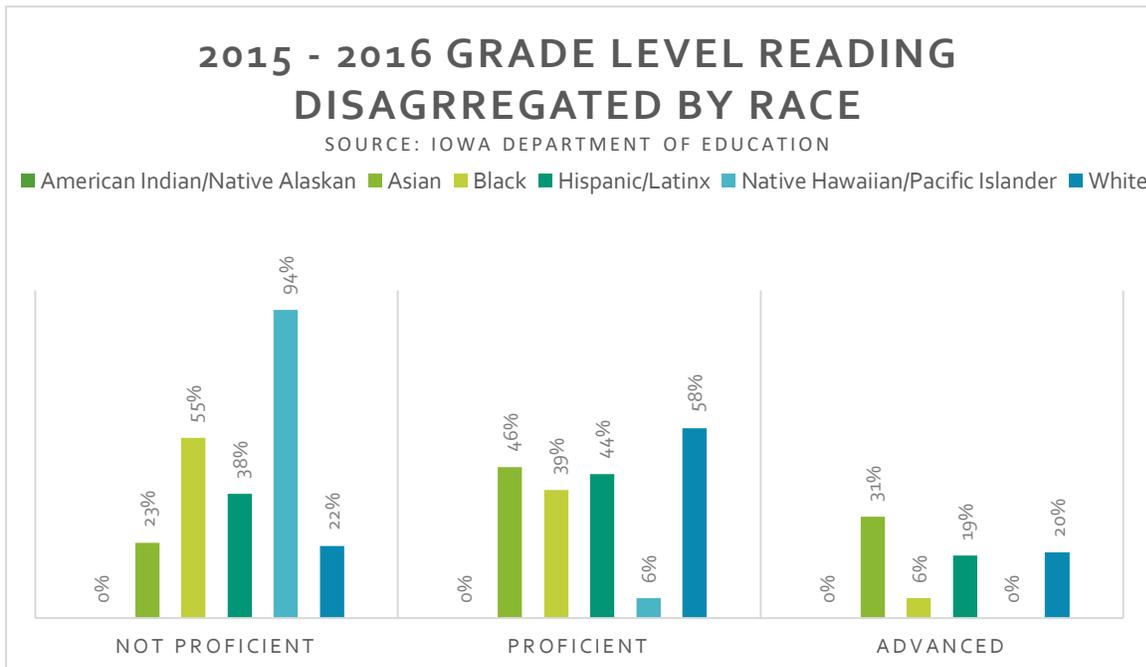


Employment

Like the majority of U.S. American cities, non-white populations in the City of Dubuque experience significant disparities across nearly all indicators of quality of life.

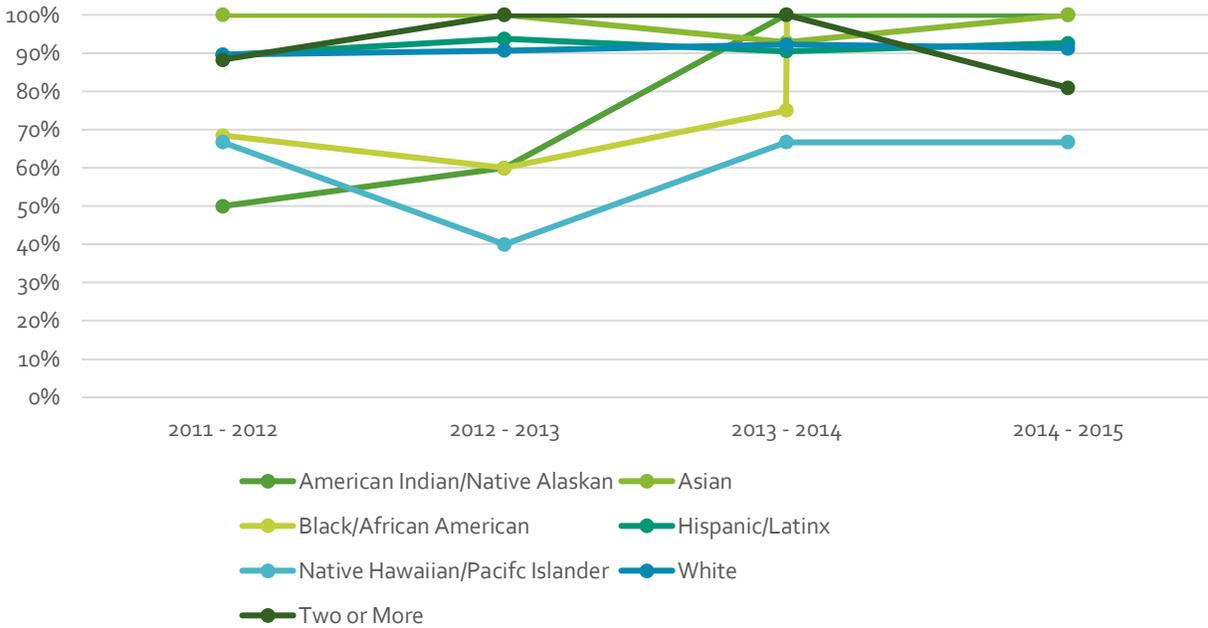


### Education

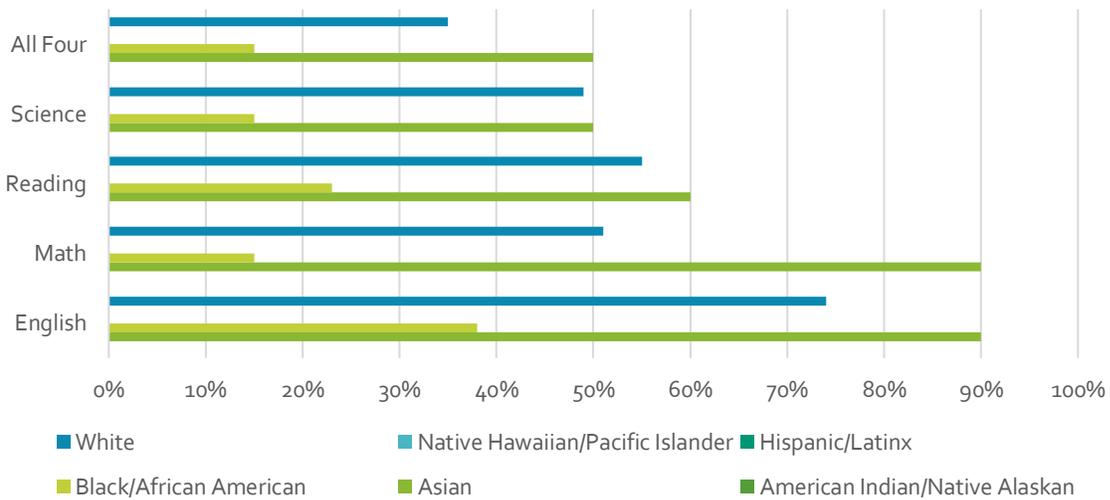


## High School Graduation Rates Disaggregated by Race

Source: Iowa Department of Education



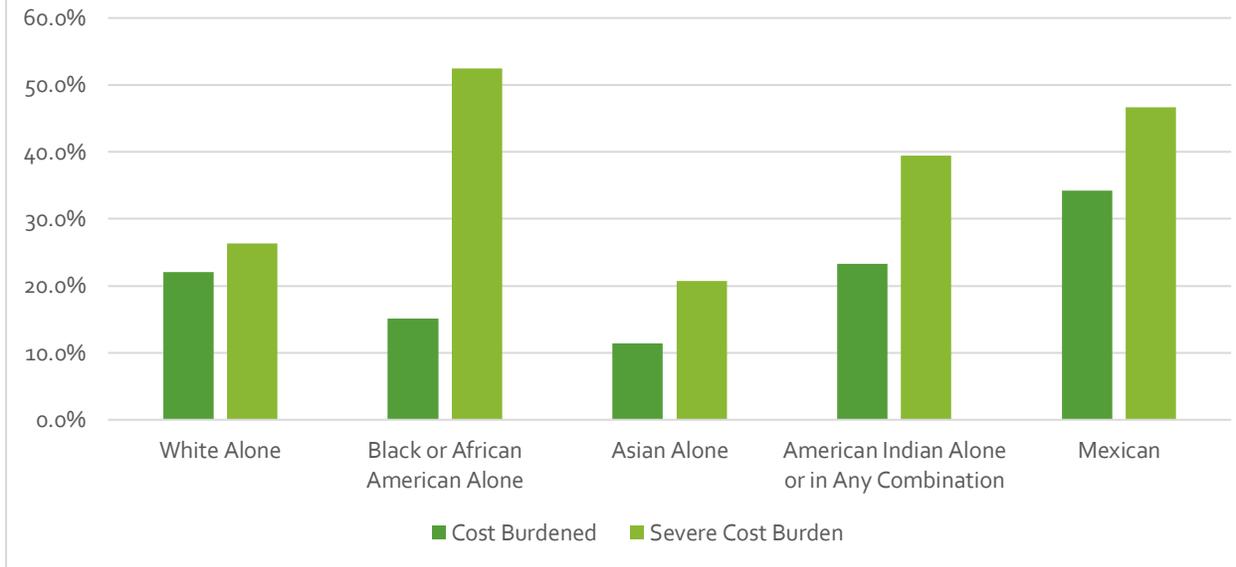
## College Readiness Benchmarks for 2016 Graduates



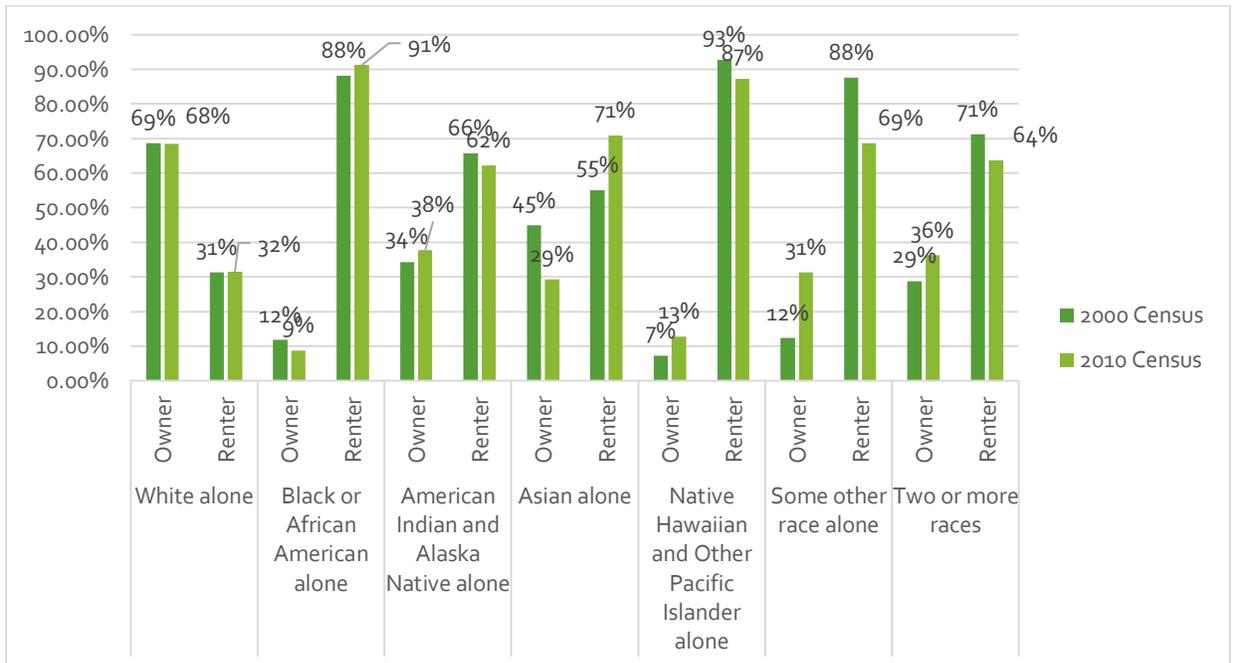
## Housing

### Housing Cost Burdened Population Groups Disaggregated by Race

[American Communities Survey 2015]



## Homeownership Rates



Statistical realities, however, cannot tell the story of the individuals represented in these numbers. That story is best told through reciprocal relationships of co-creation that build upon the strength, resilience, and knowledge of the community members most impacted by the social structures we have created, along with the understanding of those structures that those of us who have benefitted from them can bring to the conversation. A foundational premise of our work is relational reciprocity.

## ORGANIZATIONAL GOALS

Interventions at the individual, institutional, and structural levels can help us advance equity.

- Individual interventions include educational opportunities to develop self-awareness regarding cultural identity, and an understanding of the interconnectedness between people and context.
- Institutional interventions include practices and procedures that are effective in fostering inclusive participation and contributions from a variety of people from different backgrounds.
- Structural interventions include collaboration across sectors to remove barriers and advance policies that create a more equitable culture.

To advance equity in these areas, the City has established a set of four organizational goals. Using an intercultural communication approach and skills, Human Rights Department staff members assist each department in identifying the interventions that would be most appropriate for its equity plan in one or more of four goal areas. The first three of these goals involve working at the individual and institutional levels within City government, while the final goal involves external partnerships across sectors to begin to address structural issues. Given the degree of disproportionality residents of color continue to experience in major quality of life indicators, the current objectives under each goal area are focused specifically on racial equity.

A variety of equity teams lead institutional level efforts around each of these goals, which includes requiring each department to develop an equity plan that describes department level actions that contribute towards advancing equity. As of 2019:

- Seven departments finalized department level plans and are in the implementation phase (Housing, Leisure Services, Planning, Police, Public Works, Human Rights, Library, City Clerk).
- Ten departments established equity leads within their department, completed self-assessments, and began to draft their plans (Fire, Transportation, Information Services, Engineering, Public Information, Budget, Building Services, City Manager's Office, Health, Legal).

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## TEAM STRUCTURE

In general, the equity teams serve to: 1) collaborate with internal and external partners on reviewing, adapting, and implementing equity and inclusion best practices; and 2) infuse equity and inclusion into department operations using an intercultural approach.

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### Equity Core Team

This team serves as central coordinator for advancing equity within government and in partnership with community. Human Rights Department staff make up the Core Team. They facilitate the other equity teams and coordinate the development and reporting out on equity plans and efforts within and across departments while continuing their own skill development.

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### Data Team

The Data Team assists with collecting and analyzing data for documenting, measuring, and evaluating progress on equity plans, continues their own skill development, and shares and implements learning within their departments.

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### Recruitment and Retention Team (ARCHES)

This team recommends department and organization level strategies related to equitable and inclusive workforce needs (recruitment, employee relations, retention, professional development), models application within departments, analyzes applicant and City workforce demographic data, continues their own skill development, and shares and implements learning within their departments.

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### Grants and Contracts Team

This team works with grantees and contractors to advance equity and inclusion in the programs and services they are delivering with City funds and in their larger organizations, continues their own skill development, and shares and implements learning within their departments.

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### Facilitation Team

This team designs and delivers Foundations and Advanced equity workshops for City staff and grant and contract partners using an intercultural framework to build skills to operationalize equity, continues their own skill development, and shares and implements learning within their departments.

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### Communications Team

This team builds culture by developing a unified, equitable and inclusive message across departments using an intercultural framework, communicates and helps to celebrate accomplishments related to equity and inclusion, continues their own skill development, and shares and implements learning within their departments.

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### Community Engagement Team

This team cultivates and develops new equity leadership, coordinates active community engagement using an intercultural framework when making decisions related to equitable delivery of City services and programs, continues their own skill development, and shares and implements learning within their departments.

**GOAL 1: ADVANCE EQUITY THROUGH WORKFORCE RECRUITMENT AND RETENTION EFFORTS**

In order to insure an equitable and inclusive work environment, it is important for staff to be examining data around the following questions:

- Who has the necessary skills for the jobs we have available?
- Who applies for those jobs and how are they learning about the application process and openings?
- What are the civil service trends in departments using civil service exams?
- Who is and is not getting hired for the jobs?
- Who is and is not receiving development opportunities?
- Who is and is not receiving promotions?
- Who is leaving the organization and why?
- What steps will we take, within our sphere of influence, to address what we discover?

As of 2019, the ARCHES (Attract, Recruit, Confirm, Hire, Engage, Sustain) team:

- established a workforce data trendline and an Excel dashboard;
- revised the position description for the frozen position of Strategic Workforce Equity Coordinator, recruited, and filled the position;
- reviewed the community skills gap analysis and identified strategic recruitment priorities related to this analysis;
- researched best practices in exit interviews and employee resource groups;
- developed and piloted an exit interview process.

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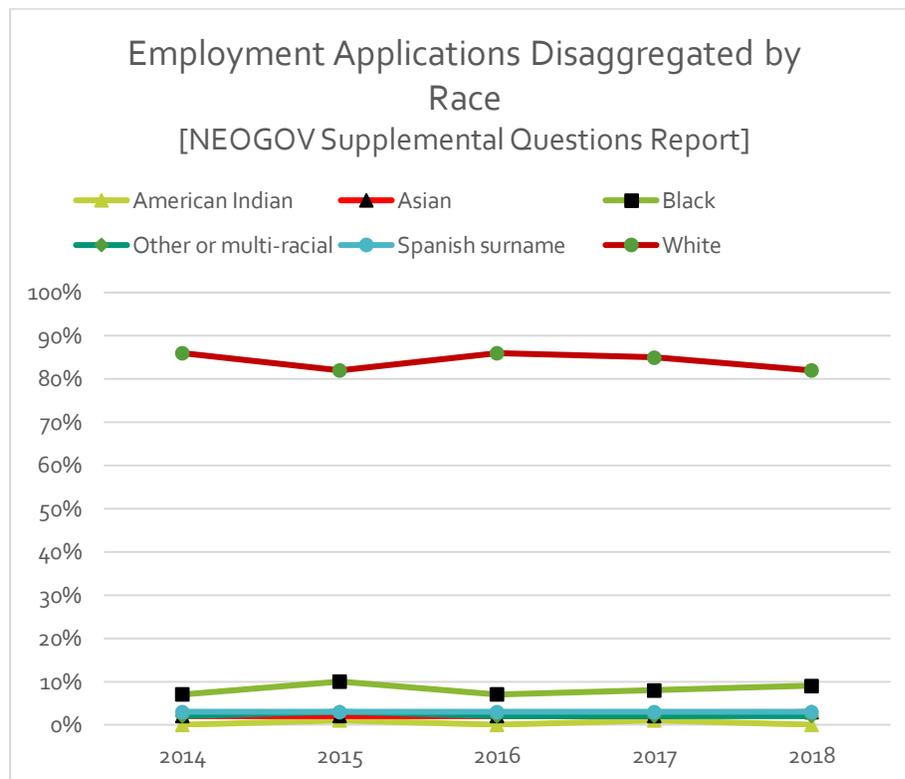
**CITY WORKFORCE DATA TRENDS**

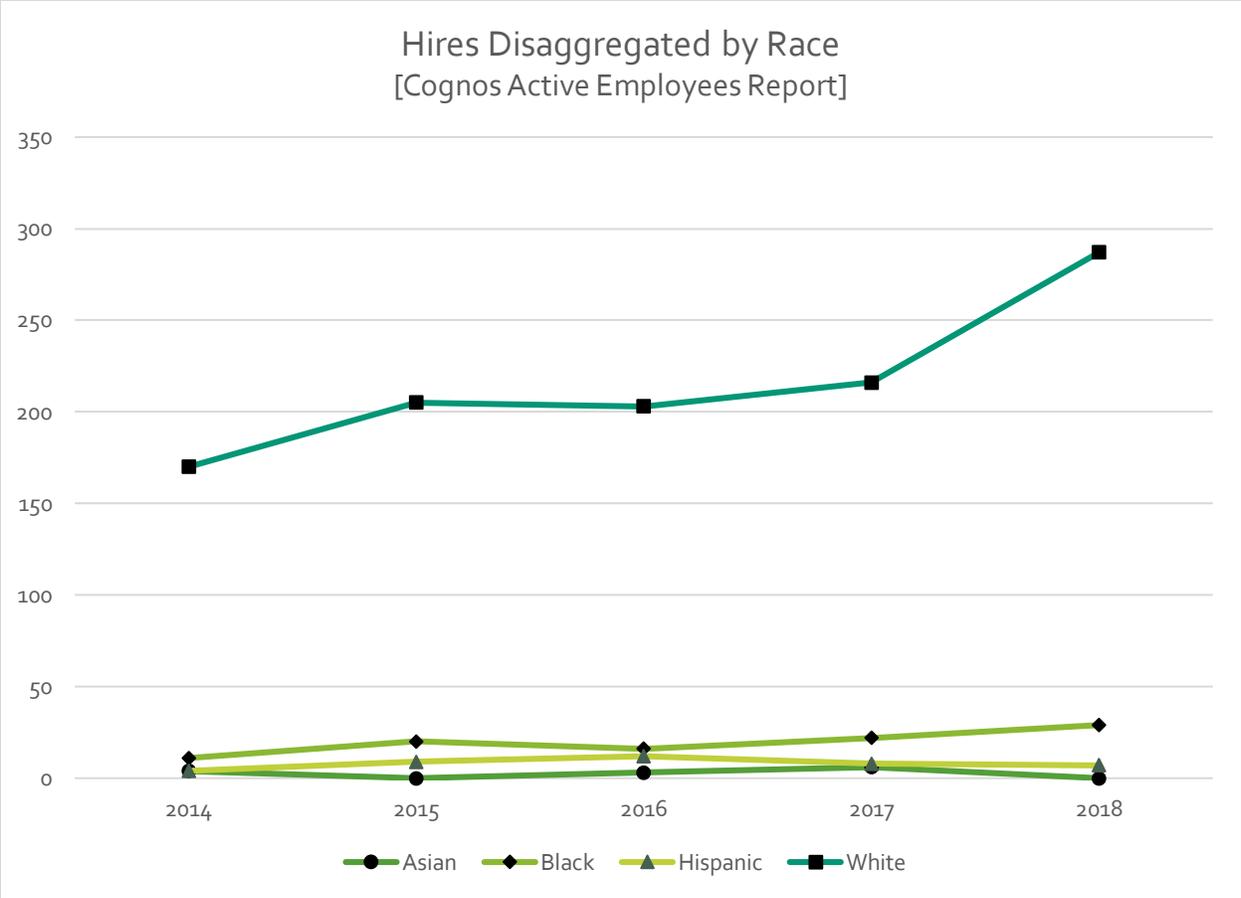
In comparing December 2015 workforce data to December 2018 data, we see that there has been an increase in the number of men working part-time and a decrease in the number of men doing seasonal work. We also have seen a slight increase in the number of black, full time employees and Hispanic part-time employees, while non-white seasonal employees have been decreasing. It is important to note that the Training and Workforce Development Coordinator position was frozen in 2016 and was not filled again until February of 2019.

<b>Active Employees</b>	<b>2015</b>	<b>2018</b>
Men (Full Time)	411	400
Women (Full Time)	129	132
	540	532
Men (Part Time)	60	74
Women (Part Time)	85	85
	145	159
Men (Seasonal)	147	117
Women (Seasonal)	159	120
	306	237

White (Full Time)	522	510
Black (Full Time)	10	15
Hispanic (Full Time)	6	6
American Indian (Full Time)	1	1
Asian/Pacific Islander (Full Time)	1	0
	540	532
White (Part Time)	145	141
Black (Part Time)	10	11
Hispanic (Part Time)	4	7
American Indian (Part Time)	0	0
Asian/Pacific Islander (Part Time)	1	0
	160	159
White (Seasonal)	283	226
Black (Seasonal)	13	6
Hispanic (Seasonal)	7	4
American Indian (Seasonal)	0	0
Asian/Pacific Islander (Seasonal)	3	1
	306	237

Looking more closely at annual applicant and hire trendlines for all jobs across the City organization, we can see some improvements in the racial diversity of the applicant pool, and hires, over time.





However, the largest numbers of hires of non-white applicants each year continue to be at the seasonal level.

Full Time Hires by Race & Gender							
	2014	2015	2016	2017	2018	Total	Percent
<b>Asian Women (Full Time)</b>	0	0	0	0	0	0	0
<b>Asian Men (Full Time)</b>	1	0	0	0	0	1	.7%
<b>Black Women (Full Time)</b>	0	4	3	0	2	9	6%
<b>Black Men (Full Time)</b>	0	0	2	0	0	2	1.3%
<b>Hispanic Women (Full Time)</b>	1	2	0	0	0	3	2%
<b>Hispanic Men (Full Time)</b>	0	0	0	1	0	1	.7%
<b>White Women (Full Time)</b>	3	7	7	4	3	24	16%
<b>White Men (Full Time)</b>	20	21	19	24	25	109	73%

<b>Part Time Hires by Race &amp; Gender</b>					
	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>Asian Women (Part Time)</b>	2	0	1	0	0
<b>Asian Men (Part Time)</b>	0	0	0	0	0
<b>Black Women (Part Time)</b>	2	1	1	2	2
<b>Black Men (Part Time)</b>	1	5	3	5	2
<b>Hispanic Women (Part Time)</b>	0	1	0	1	0
<b>Hispanic Men (Part Time)</b>	1	1	3	0	1
<b>White Women (Part Time)</b>	16	22	20	15	19
<b>White Men (Part Time)</b>	18	21	23	23	17

<b>Seasonal Hires by Race &amp; Gender</b>					
	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>Asian Women (Seasonal)</b>	0	0	2	2	0
<b>Asian Men (Seasonal)</b>	1	0	0	4	0
<b>Black Women (Seasonal)</b>	2	4	3	6	13
<b>Black Men (Seasonal)</b>	6	6	4	9	10
<b>Hispanic Women (Seasonal)</b>	0	0	3	3	2
<b>Hispanic Men (Seasonal)</b>	2	5	6	3	4
<b>White Women (Seasonal)</b>	62	80	84	90	128
<b>White Men (Seasonal)</b>	51	54	50	60	95

	<b>2009</b>	<b>2013</b>	<b>2019</b>
<b>Female staff on City Leadership Team</b>	12	25	50
<b>Staff of Color on City Leadership Team</b>	0	4	8

	<b>2009</b>		<b>2013</b>		<b>2019</b>	
<b>Female Department Managers</b>	10	37%	10	37%	17	61%
<b>Department Managers of Color</b>	0	0%	1	4%	1	4%

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#### HIGHLIGHTS OF DEPARTMENT LEVEL ACCOMPLISHMENTS RELATED TO GOAL #1

Each department contributes towards turning the curve on organization workforce equity trends through their department level equity plans related to staff development, recruitment, and retention within the department.

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#### STAFF KNOWLEDGE AND TOOLS

In order for staff to be proficient in applying an equity lens to their work, it is important to consider and address the level of staff understanding around some key concepts. For example:

- To what extent do staff members understand individual implicit biases and ways to interrupt their own biases?
- Does staff understand the importance of evaluating unintended consequences and making adjustments to improve outcomes?
- To what degree do staff share an understanding of equity and the ways in which policies and procedures historically openly discriminated in ways that continue to impact people today?
- Is staff prepared to engage the public in equitable and inclusive ways?
- Do staff members actively analyze data to determine who is and is not benefitting from current ways of operating?
- Are staff able to see the world through the eyes of those who are being most negatively impacted across a variety of quality of life indicators?

*The most helpful part of today's session was tying the equity piece into my day-to-day work.*

Participant in City staff workshop

- Staff in Housing, Human Rights, Police, Planning, and the City Manager's Office have received progressive trainings on an annual basis on applying a racial equity framework, using results-based accountability to track progress, identifying right-sized problems that can contribute towards Affirmatively Furthering Fair Housing through the Fair Housing Action Plan, and having effective conversations about race and racial equity.
- 37 new staff members across all departments attended 10.5 hours of intercultural and equity foundations workshops.

- 29 equity team leads and staff from partner organizations attended a 32-hour workshop on developing an equity framework.
- Staff serving on equity teams continue their learning and are beginning to apply concepts through the development and implementation of equity plans.
- Seasonal summer staff in Leisure Services attended equity training as part of orientation and reported having an improved understanding and communication with youth in the summer programs.
- Leisure Services piloted a department-wide equity survey, following up with three small group sessions and utilizing the information obtained to help inform the department plan.
- Twelve equity team members and two partner organizations attended the membership meeting for the Government Alliance on Race and Equity in Chicago. Equity team members also are involved in regular subject area teleconferences through the Government Alliance on Race and Equity and obtain best practices information through the member portal.

*We have infused racial equity vocabulary and conversations into each of our staff meetings as a way to continue planning on how to implement a racial equity lens in all of our programming.*

Multicultural Family Center staff

- Field training officers attended specialized Emotional Intelligence training, and Police Department staff were trained as trainers.

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## ADJUSTMENTS IN RECRUITMENT PRACTICES

Historically, each department has been largely responsible for documenting, tracking, analyzing, and adjusting the recruitment activities within their department. Examples of various practices piloted by departments include:

- Regularly reviewing job descriptions to eliminate language that may deter interested applicants and to ensure that all information is relevant to the specific job;
- Participating in Road to Success – a program offered by the Black Men Coalition and Multicultural Family Center – to provide interview skill development with youth and to conduct actual interviews for summer positions;
- Analyzing department level applicant and hiring trends and identifying where there is a need to work collaboratively to develop a pipeline of qualified applicants.
- Partnering with local colleges, military, workforce development, and advocacy groups to design recruitment efforts;
- Removing photos and other identifying information from candidate applications.
- Developing and filling a registered apprenticeship program to provide training and experience to underrepresented groups
- Moving to an annual civil service exam schedule.
- Establishing internship, apprenticeship and fellowship programs as a pipeline to employment, including in the Fire Department, Police Department, Public Works Department, and the City Manager’s Office.

*The 2018 Police testing pool saw an overall 27% decrease in the number of applicants but saw an increase in minority candidates from 14% to 23%. Female applicants increased from 9% to 13%.*

57% of participants in the Community Resources Officer program have gone on to become officers since the program was started in 2010.

Examples of practices implemented through Human Resources:

- Accepting electronic and paper applications;
- Improved usage of Neogov, expanding it to civil service applicants.
- Piloted use of LocalIQ recruitment service
- Evaluating positions for civil service coverage.

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## ADJUSTMENTS IN RETENTION PRACTICES

Pilot departments have just begun to analyze retention data at the department level and limited data is available until the organization implements a more formal exit interview process. Initial steps that have been piloted in some departments include:

- Encouraging and supporting employees of color in joining membership organizations dedicated to the advancement of minority leadership in the public sector.
- Updating a performance evaluation process to place more focus on goals and interests and less focus on outputs.
- Upgrading four of six fire facilities to have both male and female restrooms and selecting a uniform company with clothing in women's cut and sizing.

## GOAL 2: ADVANCE EQUITY THROUGH GRANT, CONTRACT, AND PURCHASED SERVICES AGREEMENTS

During the FY19 budget year, the City of Dubuque budgeted a total of \$2,982,867 to be paid to a variety of grant, contract, and purchased services partners focused on economic development, housing, health, and social and human services. The budgeted amount also includes funds allocated for Arts & Culture, Neighborhood, Community Development Block Grant and Sustainability grant programs. The FY20 budgeted amount is \$3,022,084.

In order for our grant and contract partners to be proficient in helping us to advance equity and inclusion in our community, it is important to have conversations with our partners around the following:

- What is the level of partners' understanding of implicit bias, historical discrimination, unintended consequences, and equity?
- Which of our partners have equity and inclusion plans?
- Who is contributing towards the City's equity and inclusion goals and how are they measuring and reporting their contribution?

It also is important to know:

- Who does and does not apply for City funding opportunities and how do they become aware of the process for applying?
- Who does and does not receive City funding?
- Who is and is not situated to be competitive for City funding opportunities?

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## HIGHLIGHTS OF ACCOMPLISHMENTS RELATED TO GOAL 2

For the first time, contracts and grant agreements in FY18 included a requirement that recipients actively support the City's efforts to be a viable, livable, and equitable community and to advance equity and inclusion. In order to provide support and track progress, the Grants and Contracts Equity Team:

- Developed and piloted a standardized end of year report;
- Held initial meetings and workshops for contracted services partners, sustainability grant applicants, arts grant applicants, and purchased services applicants to:
  - introduce expectations;
  - identify ways to begin to apply an equity lens to their work;
  - explain the reporting format;
- Invited recipients to attend the Human Rights Department’s 32-hour workshop on developing an equity framework;
- Invited recipients to join the Inclusive Dubuque Network and to register for the 9-month series *Best Practices in Diversity, Equity and Inclusion*;
- Reviewed and analyzed end of year reports and submitted a series of recommendations to the City Manager regarding Department Manager oversight of contractors, alignment with City Council goals and STAR indicators, and focused measurement at the program level;
- Co-facilitated the grant orientation workshop for grant applicants on equity and inclusion expectations.

Partners receiving funding reported the following changes in policy/practice designed to remove barriers and/or improve awareness, access, or participation during FY18 and FY19:

- obtaining funding to provide onsite childcare for students who enroll in Opportunity Dubuque programs;
- expanding access to the Mobile Crisis Unit for individuals who need brain health care and are intoxicated or under the influence;
- translating pamphlets, brochures, and posters into Marshallese and improving outreach by participating in community events offered by the cultural community;
- co-creating aspects of programming with impacted community members and engaging minority owned businesses to be part of that programming;
- adding a funding priority/points for projects that demonstrate inclusiveness in planning, marketing, and execution of a project;
- adding questions to grant applications related to equity and engagement;
- providing free, public monthly professional development opportunities for arts and culture leaders and volunteers on equity and inclusion best practices;
- offering an all-female version of the musical *1776*; and
- expanding low income program to include free rides to medical appointments for DuRide members who receive public assistance.

Partners reported the following outcomes during FY18 and FY19 (note that most partners are not yet disaggregating their data based on race):

- 1700 people were able to get their taxes done for free as part of the Volunteer Income Tax Assistance (VITA) program;
- 650 people learned more about trades and apprenticeship programs;
- 6,290 neighborhood newsletters were distributed in census block groups with 65% low-moderate income residents;
- Neighborhood hosted events reached 1,060 people;

- Of the 138 people served by the VNA as part of the Bee Branch Healthy Homes Program:
  - 7/22 (32%) of racial/ethnic minority families had positive outcomes in Economic Needs
  - 6/12 (50%) of racial/ethnic minority families had positive outcomes in Education Needs
  - 7/60 (12%) of white families had positive outcomes in Economic Needs
  - 5/21 (24%) of white families had positive outcomes in Education Needs
  - 16/45 (36%) of racial/ethnic minority people had positive outcomes in Health Needs
  - 22/121 (18%) of Caucasian/Non-Hispanic people had positive outcomes in Health Needs
  - 19/45 (42%) racial/ethnic minority households served had positive outcomes in Built Environment Needs
  - 77/145 (53%) of Caucasian/Non-Hispanic households served had positive outcomes in Built Environment Needs;
- Dubuque Main Street now requires eligible foot vendors at the Dubuque Farmer’s Market to accept SNAP & Double Up Food Bucks, and has increased token distribution for the program by 47%, allowing individuals receiving food benefits to access fresh, healthy food at the Farmer's Market;
- DuRide provided more than 12,000 rides for seniors for medical appointments, nursing home visits, social excursions, shopping, and church services;
- Crescent Community Health Center, through the *Dubuque Pacific Islander Health Project*:
  - increased enrollment of Pacific Islanders in prevention programs and treatment;
  - increased primary care relationships;
  - decreased ER visits by 38%;
  - decreased missed appointments by 60%.

**GOAL 3: ADVANCE EQUITY THROUGH SERVICE DELIVERY AND COMMUNITY ENGAGEMENT**

In 2018-19, the Equity Core Team, Equity Data Analysis Team, and Community Engagement Team supported departments who were developing equity plans and learning to apply an equity lens to City operations and services, including community engagement.

In order to insure our services are being delivered in an equitable manner and the community is equitably engaged with government, it is important to consider and address:

- Who is and is not accessing or using City services or programs and why?
- Who is and is not better off as a result of programs and services we offer and why?
- Who is experiencing barriers to accessing and/or using our programs and services and why?
- Who might be experiencing language or cultural barriers to accessing and/or using our programs and services and why?
- Are the ways in which we are operating programs or services creating barriers and are there alternative ways of operating?
- What assumptions by staff or by community members may be preventing access and/or use of City services or programs?

It is also important to consider the ways in which we are conducting outreach and engaging with the public.

- Who is and is not aware of our services and engagement opportunities and why?
- Who does and does not participate and why?
- Who applies to serve on our boards and commissions, who is appointed and why?
- How do they know when positions on boards and commissions are available?
- Who remains engaged with the City organization and who disengages?

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### HIGHLIGHTS OF DEPARTMENT LEVEL ACCOMPLISHMENTS RELATED TO GOAL 3

Each department plays a role in ensuring that their programs, services, and ways of doing business are equitably available to all residents in our community and to examine who is and is not benefitting from the services we provide. This requires engaging the communities most impacted in determining what adjustments, if any, are needed to improve equity in the availability/ accessibility, affordability, and usage of City programs and services. To date, most adjustments are being made based on anecdotal evidence of best practices nationally rather than based upon the intentional application the equity toolkit with localized data and community input.

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### ADJUSTMENTS TO IMPROVE ACCESS TO CITY PROGRAMS AND SERVICES

- Housing Choice Voucher applications are now available in Spanish.
- The Housing Choice Voucher waiting list procedures now use a lottery system to select households to receive a voucher.
- The registration policy for “family” recreation memberships has been broadened to “household” memberships to accommodate varied definitions of what constitutes a family and to permit caregivers to use the membership as a replacement for one of the adults on the membership.
- The Leisure Services Department now remains open until 6:00 p.m. to accommodate first and third shift working families.
- The Leisure Services Department facilitated collaboration between Four Mounds and the Dubuque Dream Center, resulting in an increase in participation by people of color and people with limited financial resources.
- By changing policy to eliminate fines, the Library has increased the number of youth borrowers by 16.7% and decreased those with access limitations on their accounts by 4.2%.

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### ADJUSTMENTS TO IMPROVE USAGE OF CITY PROGRAMS AND SERVICES

- The Leisure Services Department:
  - actively involved residents in the selection of preferred playground equipment, park locations, and amenities in their neighborhoods, and
  - facilitated connections between Four Mounds and the Dubuque Dream Center, resulting in an increase in participation in programs by residents of color and low-income residents.

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### ADJUSTMENTS TO IMPROVE EVALUATION OF PROGRAM/SERVICE IMPACTS ON EQUITY

- The City Clerk’s office developed a tool and established a demographics baseline of people serving on City Boards and Commissions.
- The Human Rights Department:
  - added fields to WebQA to improve data analysis for intakes that do not result in a formally filed discrimination complaint;

- developed and implemented a tool to solicit information on the ways in which departments and partner agencies are applying knowledge gained during intercultural and equity workshops;
- shared and encouraged use of the demographic collection form created by the City Clerk's office.
- The Planning Services Department began to collect demographic information in connection with customer surveys used with Development and Historic Preservation activities.
- The Police Department started development of a Personal Early Warning (PEW) system in the department's system software that is designed to identify potential bias in enforcement for early intervention.
- The Budget Department added equity assessment questions to the budgeting process.

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#### ACTIVITIES TO ENGAGE WITH RESIDENTS MOST IMPACTED BY INEQUITIES

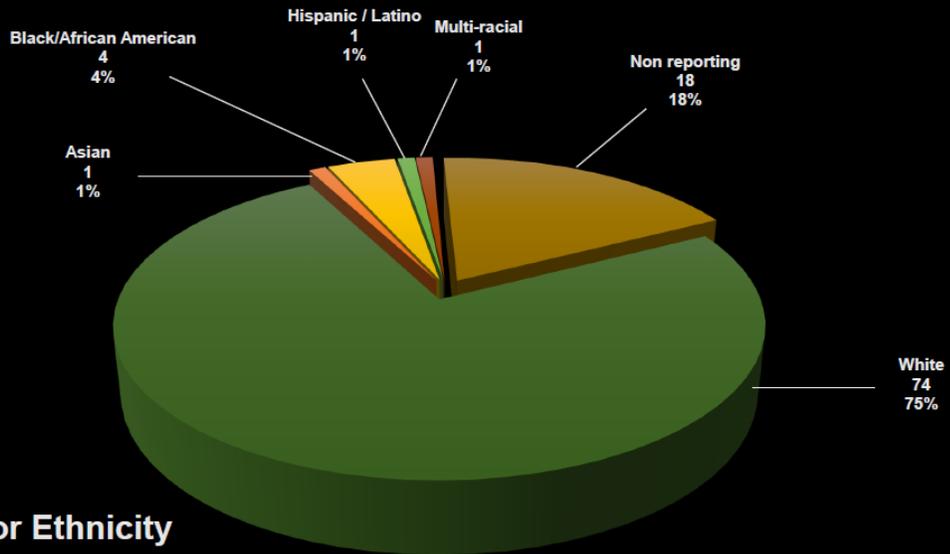
- The Human Rights Department partnered with:
  - the NAACP and Iowa Legal Aid on an employment barriers clinic focused on criminal background related employment barriers such as eligibility for expungement, obtaining access to transportation by lifting holds in registrations/licenses, obtaining manageable and sustainable solutions to court debt based on ability to pay and comply with laws, and challenging the accuracy of private background checks;
  - the Immigration Think Tank, the Police and Sheriff's Departments, and Catholic Charities Immigration Services to raise awareness of the impact of Iowa's new statute related to local cooperation with federal immigration detainer requests;
  - the Dubuque Dream Center, St. Mark Youth Enrichment, the Multicultural Family Center and the Black Men Coalition to support out of school time activities focused on educational access and achievement with young men of color.
- The Leisure Services Department:
  - provided AmeriCorps resources to assist the Dubuque Dream Center to support their summer programming;
  - increased its presence at neighborhood events, particularly in our neighborhoods with the highest concentrations of low income families and families of color, through the use of the Rec & Roll trailer.
- The Police Chief meets monthly with representatives from a variety of traditionally marginalized communities.
- The Library partnered with Juvenile Court Services to offer a "Changing Lives through Literature" program. Participants in the program had a much lower recidivism rate (20%) than the national average, though disaggregated data is not available.

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#### COMMUNITY ENGAGEMENT THROUGH BOARDS AND COMMISSIONS

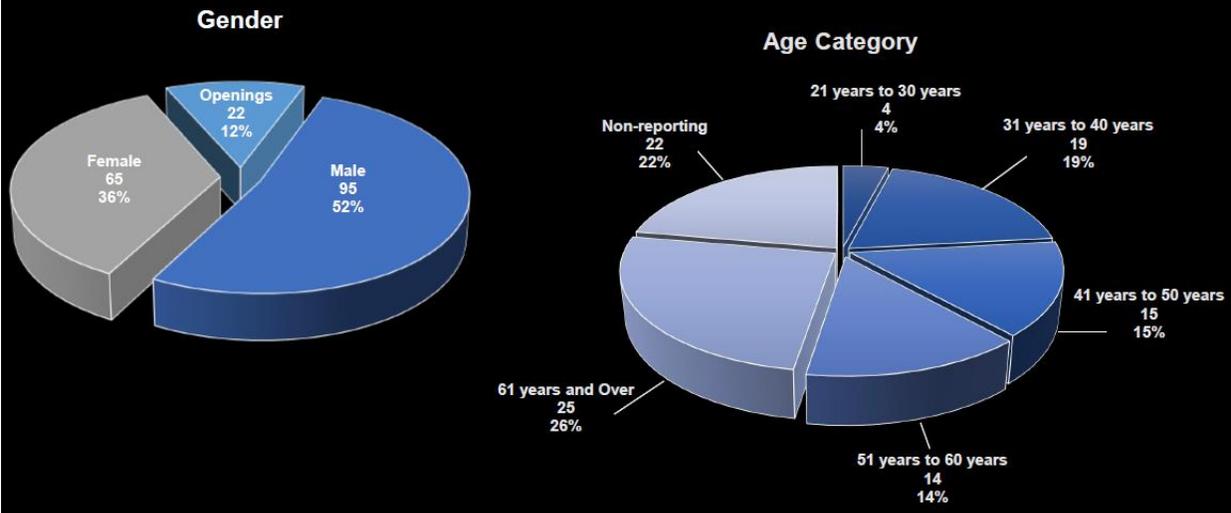
One of the primary ways that residents obtain a voice in City government is through serving on City Boards and Commissions. Ensuring that members are representative of the various constituencies across our community is crucial. Board and Commission demographic data was collected for the first time in FY18 by surveying current members, resulting in establishment of the following baseline.

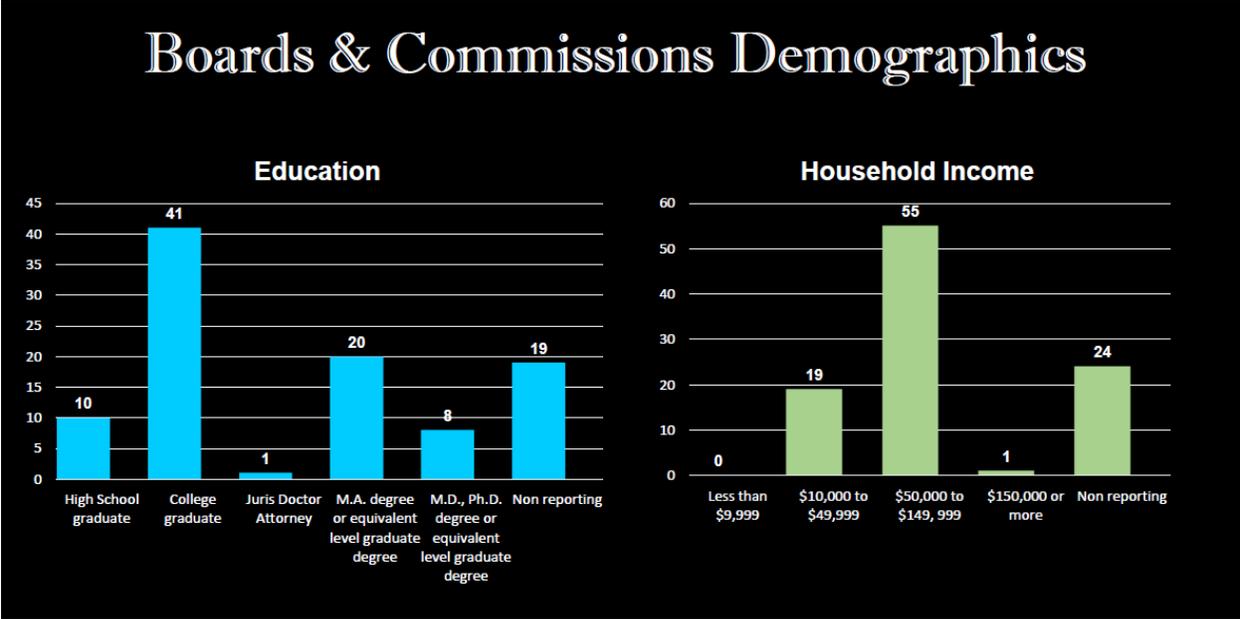
# Boards & Commissions Demographics



Race and or Ethnicity

# Boards & Commissions Demographics





Data is updated and made available on the City’s Open Performance site at <https://dubuque-performance.data.socrata.com/stat/goals/gegg-k24s/45vu-qt8a/gcig-ij6e>.

Specific changes to improve recruitment and retention of Board and Commission members have included:

- updating the brochure and distributing it more broadly, including at places like the Women’s Leadership Conference, and working with departments on hard to fill vacancies;
- emphasizing equity and inclusion at new member orientation;
- improving the application, appointment, and retention tracking system.

**GOAL 4: ADVANCE EQUITY THROUGH COLLECTIVE IMPACT PARTNERSHIPS**

The City of Dubuque’s Comprehensive Plan, Imagine Dubuque 2037: A Call to Action, was adopted in 2017 following broad community outreach that made extensive use of both traditional methods and technology to expand public participation in planning. Imagine Dubuque produced over 12,500 ideas from 6,000 people representing all sectors of Dubuque. Approximately 2,000 or 33% elected to share demographic details. Participation was generally reflective of Dubuque’s demographics in terms of gender, age, race and ethnicity. A commitment to equity is part of the plan’s foundation.

Collective Impact Partnerships are cross-sector efforts designed to address disparities in major quality of life areas. Current initiatives include the Campaign for Grade Level Reading, Re-Engage Dubuque, the Dubuque College Access Network, and Opportunity Dubuque. The My Brother’s Keeper Network collaborates with these initiatives to insure continued disaggregation of data and a race explicit (not race exclusive) approach. The Mayor and City Council have specifically prioritized partnership with the Fountain of Youth, the Dubuque Dream Center, and the Four Mounds H.E.A.R.T. program.

For our community to address systemic inequities, it is important to consider and address:

- What is the employment rate and median income for various populations in our community?
- How are youth of various backgrounds doing in achieving at grade level in school? In graduating high school? In finding a career or attending college?
- Which populations have the highest levels of housing cost burden?
- How do home ownership rates vary across groups?
- Who is and is not likely to find themselves involved in the criminal justice system, and what are the opportunities for second chances?
- How do health outcomes, particularly for preventable diseases, differ amongst populations? How does this effect life expectancy?
- Who is and is not benefitting from the various partnerships and efforts designed to expand access and opportunity?
- Who is experiencing barriers to accessing and/or using community opportunities? Which barriers may be language or cultural barriers?
- Are the ways in which we are operating creating barriers and are there alternative ways of operating?
- What assumptions may be preventing access and/or use of community opportunities?

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#### ADVANCING EQUITY IN EDUCATION

##### *Campaign for Grade Level Reading\**

- 547 first and second grade students qualify for summer reading and support and 221 attended a summer program through the Dubuque Community School District, Dubuque Dream Center or St. Mark Youth Enrichment during 2018.
- Two neighborhood moms co-led parent engagement sessions with staff from the Community Foundation of Greater Dubuque to encourage summer reading. Twenty-three families attended 95% of the sessions, developing relationships, learning about the importance of grade level reading, and creating summer reading charts for use at home.
- 70-85% of teen participants in the Library summer reading program agreed that they learned something new, enjoy reading more, read more often, and want to use the library more.

<b><i>Library Summer Reading Program</i></b>	<b>Strongly Agree</b>		<b>Agree</b>	
	2018	2019	2018	2019
My child maintained or increased their reading skills	29%	42%	59%	56%
My child is a more confident reader	17%	32%	59%	62%
My child reads more often	24%	36%	63%	49%
My child uses the library more often		51%		35%

*Re-Engage Dubuque – 2017-18 School Year (2019 data not yet received)\**

- 157 of 185 students were re-engaged to work towards their High School Diploma or High School Equivalency Diploma (HSED)
- 29 re-engaged students graduated high school and 11 obtained their HSED
- 86 students continue to actively work towards graduation and 31 continue to work towards their HSED

\*Data disaggregated by race and gender is not available due to having fewer than 10 students in these discreet categories.

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ADVANCING EQUITY IN EMPLOYMENT

*Opportunity Dubuque - FY19*

- 91% of those who have completed an Opportunity Dubuque certificate program since 2012 are employed or continuing their education
- 39 racial and ethnic minorities who completed the program and for whom we have race or ethnicity information are employed.

*Workforce Innovation & Opportunity Act Programs FY18 (FY19 not yet received)*

- 78.8% entered employment by second quarter after exit with median earnings of \$6669 during the quarter
  - 74.8% were retained by fourth quarter
  - Persons served: 2,301 male; 1,511 female; 2,893 white; 536 African-American; 132 Hispanic; 32 Asian; 395 with disabilities; 246 veterans.

In addition, the Mayor and City Council have approved the creation of an Equitable Poverty Prevention Plan.

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ADVANCING A COMMUNITY CULTURE OF EQUITY AND INCLUSION: INCLUSIVE DUBUQUE

Established in 2013, Inclusive Dubuque is a peer-learning network of 60 partners from faith, government, labor, nonprofit, business, and education sectors working to advance a culture of equity and inclusion throughout the Dubuque community. Major initiatives have included:

- Creating a community equity profile, which provided numerous opportunities for people to discuss their experiences in community dialogue sessions based on their cultural lens. People from diverse backgrounds were trained to facilitate dialogue sessions, developing skills crucial to diversity and inclusion work. Beyond data collection, the process helped catalyze a larger community conversation about equity and inclusion in Dubuque.
- Hiring an equity coordinator to organize the work of partners and community organizations working to advance equity and inclusion.
- Hosting more than 70 community members at a Community Conversation in 2016.
- Crafting and publishing, with the help of community members, introductory equity toolkits for organizations.

- Developing and Implementing an eight-month peer-learning workshop series called *Best Practices in Diversity, Equity, and Inclusion*, which is now in its third year. Attendees have been nonprofit and civic leaders, mid-career professions and human resources representatives, K-12 and higher education leaders, and high level business executives.
- Sponsoring various community speakers, including partnering to facilitate a Civil Rights and NAACP speaker series spanning four months.
- Issuing the 2016 *Advancing Equity: Community Efforts and Outcomes* report, which recognizes partners and community organizations working to advance equity and inclusion.
- Partnering with a national storytelling initiative, the Facing Project, in 2017 to highlight Marshallese individuals in Dubuque. It offered a safe and empowering avenue for 12 Marshallese people to tell their stories and for others to learn about their culture.
- Launching an Arts & Culture working group that later joined with others working to implement the Dubuque Arts & Culture Master Plan. This group is focused on creating an inclusive and welcoming arts and culture community. The group dedicates a portion of each meeting to peer learning, allowing members to bring issues to the table and seek advice and guidance from other members. The group reviews current and proposed programs and policies to identify ways Dubuque can make arts and cultural activities more accessible and relevant.
- Convening a Business Leader Equity Cohort with a group of Dubuque-area business executives who are working to foster a culture of diversity, equity and inclusion across their organizations and throughout the community. They are sharing experiences and information about inclusive practices that can help increase access to jobs across the region, and are in the process of identifying solutions that they can implement and champion.
- Hosting Race Forward's interactive training process for non-profit organizations to build the skills to address structural racism and advance racial equity.

## WHERE WE ARE GOING – RECOMMENDATIONS FOR 2020

Now that the majority of departments have been through a self-assessment process and are beginning to develop their equity plans, we will be shifting our focus to supporting efforts that normalize conversations around race and equity throughout the organization and that operationalize the application of an equity tool to specific programs, policies and practices. Common themes Human Rights Department staff identified when meeting with departments on their equity plans are:

- differences in staff understanding and skills related to equity and inclusion, along with uncertainty regarding where staff/departments are operating developmentally along the intercultural development continuum;
- uncertainty regarding how to check for implicit bias in individual behaviors and in institutional practices;
- the need for two-way mentorship where people are learning from one another;
- limited clarity and detail in equity plans, including a lack of specific goals, timelines, and responsibilities;
- limited use of both qualitative and quantitative data to measure who is benefitting from our services, who is being burdened, and whether or not any adjustments we make are effective;

- failure to systematize effective equity actions (i.e., continuation is dependent on the interest and actions of a committed individual rather than part of how we do business);
- an interest in a shared set of equity data sources that relate to major cross-departmental services, have been strategically determined, are easily accessible, and are kept up to date;
- an interest in applying an equity lens to cross-departmental enforcement activities;
- an interest in applying an equity lens to procurement practices; and
- an interest in improving support and accountability with grant and contract partners.

Our goal continues to be to work towards having a minimum of two staff in each department who are well-grounded in equity concepts and are working to apply an equity lens within the work of their department. Ideally, one person will be a facilitator who can bring activities to staff meetings and provide ongoing, department relevant development for staff and a second person will be responsible for tracking progress on the department's equity plan. Given the hierarchical nature of our culture, it is also crucial that department managers be involved and establishing expectations with staff.

Towards this end, we revamped our equity teams and solicited applications from participants across the organization to serve on those teams. On August 28, 2019, we conducted orientation with all team participants, consisting of 36 staff from the following departments: Police, Fire, Housing, Water & Resource Recovery Center, Leisure Services, Human Resources, Public Works, Budget, Economic Development, City Attorney's Office, Airport, Building Services, Library, Transportation, Information Services, Public Information, and the City Manager's Office.

We have the following recommendations for 2020-2021:

- Provide funding to departments for ongoing staff development with a particular focus on the following topics: interracial dialogue, intercultural development, identifying implicit bias, and operationalizing the use of an equity lens in department level work.
- Support departments in focusing on one or two specific department level equity objectives with associated data analysis, community engagement activities, evaluation and measurement.
- Identify equity best practices that have been implemented by committed individuals within departments and determine how to institutionalize those practices.
- Support the equity data team in identifying and publishing strategically chosen equity data sets that relate to major cross-departmental services such as enforcement, procurement, and budget.
- Support a cross-departmental group from Housing, Health, Public Works, and Building Services in piloting the application of an equity toolkit to intersecting enforcement activities.
- Support the Grants & Contracts Team in developing stronger accountability for partner reporting on performance measures and the equity impact of their services.
- Give serious consideration to hiring a consultant to assist the community in conducting a community level root cause analysis around these racial disparities and creating along with community a racial equity action plan that includes: 1) actions for individual residents, anchor institutions, and government policy and practice; and 2) a qualitative and quantitative tool to measure progress.

It is also worth noting that there is operational work that needs attention within our organization in order for us to be effective in measuring the impacts of our work. Actions underway that will improve our ability to report outcomes over time include:

- the work that is planned in Human Resources related to improved use of Neogov;
- efforts to populate the data in our open data portal;
- efforts to align department performance measures with the open performance portal, and
- the work of the High Performing Government teams.

## THE IMPORTANCE OF A COLLECTIVE EFFORT

As departments develop and implement equity plans and learn from communities most impacted, there is increasing recognition of the magnitude of the issues facing our communities and the importance of doing more. At the same time, departments are holding up what is going well and sharing those examples with other departments.

Much remains to be done in terms of being able to show outcomes and evaluate efforts so that we are continually learning and improving in our work. There continues to be a need for all departments to be equally active. Ultimately, we are seeing some progress in what we acknowledge to be long-term, ongoing work. Across all departments and throughout the community we must continue to ask who else is and is not benefitting from all our organization and community have to offer and what might we address next.