One Orange Countywide Racial Equity Framework
Catalyst For Moving Forward

Introduction and Overview

Throughout the country, more and more communities are committing to advancing racial equity. Many are pursuing foundation first and following the National Practice - normalize, organize and operationalize the work. Orange County jurisdictions are also committed to this work and that commitment is one of the main reasons why we are members of the Government Alliance on Race & Equity (GARE). GARE is a national network of government agencies working to advance racial equity. Over the past decade, a growing field of practice has emerged based on lessons learned from practitioners, as well as academic experts, studying data and listening to the community so that residents have better outcomes. GARE brings together governments throughout the country to provide racial equity training, racial equity tools, sharing best practices, peer-to-peer learning, and academic resources to help strengthen work across jurisdictions. As a county and within our individual jurisdictions, we continue to benefit from our involvement.

Many people ask, “What is racial equity and why consider race”?

WHAT IS "RACIAL EQUITY"?

GARE defines racial equity as "when race can no longer be used to predict life outcomes and outcomes for all groups are improved."

- The difference between racial equity and equality is that equity is about fairness, while equality is about sameness.
- Equity cannot be achieved until everyone starts from a level playing field.
- Across all indicators of success, racial inequities continue to be a factor (e.g., education, housing, criminal justice, jobs, public infrastructure, and health).

Over the history of our country, government has created and maintained a hierarchy based on race, of who succeeds, fails, benefits, and burdened by the laws, policies, and practices. Inequities are sustained by historic legacies, structures, and systems that support these patterns of exclusion. To achieve racial equity, a fundamental transformation of government is necessary. In prior years, the government has focused on addressing the symptoms of racial inequity by:

- Funding programs and services that have proven to be mostly ineffective at addressing underlying causes; and
- Passing Civil Rights laws, which made racial discrimination illegal, but, after more than 50 years, racial inequity continues to exist.

Government efforts, instead of focusing on symptoms of racial inequity, should focus on the policies and institutional strategies that are driving the production of inequities.

WHY RACE?

Race is a social construct and not biological, as people often think. Defining racial categories has changed over the years. Issues involving race are often "the elephant in the room" but rarely discussed with a shared understanding. To advance racial equity, it is necessary we talk about race.

In the United States, while race, income, and wealth are closely connected, racial inequity is not just about income. Even when income is the controlling factor, there still exist many inequities across multiple indicators of success, including education, jobs, housing, health and incarceration. It is important to talk about race to advance racial equity. To advance racial equity, we must normalize the conversation about race and operationalize strategizes for advancing racial equity. In advancing racial equity, we will also be building systems that allow us to address income and wealth inequity and recognize the bias that exists based on gender, sexual orientation, ability, age, and religion. Focusing on race allows us to develop a framework, tools, and resources that apply to other areas of marginalization, recognizing that different strategies will be necessary to achieve equity in other areas.

RESULTS - ADVANCING RACIAL EQUITY IMPROVES OUR COLLECTIVE SUCCESS

Focusing on racial equity is critical in helping us achieve different outcomes for our communities. The goal is not just to eliminate the inequities between whites and people of color, but to increase and enhance the success of all groups. To eliminate disparities, we must strategize based on the experiences of communities being underserved by existing institutions, systems, and structures. To understand the experience of those communities, they must be included and engaged. In this process, we move past looking at disparities and find racialized systems that are costly, suppress outcomes, and life chances for all groups. Systems that are failing communities of color are failing us all by suppressing life chances and outcomes.

The One Orange Countywide Racial Equity Framework: Catalyst for Moving Forward is designed with the commitment of uncovering and addressing implicit biases in our jurisdictions to ensure that race no longer can be used to predict life outcomes in the Orange County community. Since August 2020, a multi-jurisdictional workgroup collaborated on this framework using GARE methodology and listening to the community. The workgroup presented a recommendation to develop a countywide framework to elected officials of the Towns of Carrboro, Chapel Hill, and Hillsborough and Orange County between October 2020 and January 2021.

Upon receiving support from the elected officials, the multi-jurisdictional workgroup formed sub-committees and began working on this framework for change. Sub-committees began researching, collaborating, compiling findings and drafting sections of the framework in April 2021. The first draft of the framework was shared with elected officials and other stakeholders in June 2021.

This working document embodies racial equity as the strategy for change. The change materializes using five pillars – 1) Training, 2) Community Engagement, 3) Racial Equity Index, 4) Racial Equity Assessment Lens and 5) Evaluation/Accountability. Each jurisdiction will use this framework as guidance to take action on a county and jurisdictional level.

One Orange Community Engagement in Action

The initial framework draft was presented in June 2021, and community engagement remains a touchstone of the framework. The multi-jurisdictional workgroup offered three general presentation sessions, followed by targeted outreach presentations to various communities and demographic groups and collected questionnaire feedback.

The general sessions, held online, were designed to inform, involve, and consult with the community by sharing the purpose and status of the draft plan and by asking a series of questions to gauge if the plan met the community's interests and needs in advancing racial equity. See questions and response summaries below. During targeted outreach, the length of the presentations adjusted due to time constraints. Information about the racial equity plan was provided along with the questionnaire.

In total, there were 660 responses. We received many responses from people of color. Overwhelming, many comments denoted the need to advance racial equity and others felt a lack of trust that progress towards racial equity will be achieved. Through further development and full implementation of each of the pillars listed below, we intend to restore that trust.

Question 1: What is one hope and one fear about this Countywide Racial Equity Framework?

- **Hopes** – Community, change, people being treated fairly, unity, and peace.
- **Fears** – Lack of action, initiative will fail, increased racial tension, and violence.

Question 2: What three results regarding racial equity would you like to see?

There were 11 major themes noted. The top four results were:

1. Improved Education Outcomes for Children of Color
2. Increased Affordable Housing Options
3. Increased Employment Opportunities for People of Color
4. Improved Health Outcomes for People of Color

See additional details and tables in Appendix A.

Racial Equity Pillars

A sub-committee was developed for each pillar - Training, Community Engagement, Racial Index, Racial Equity Assessment Lens, and Evaluation and Accountability. Each subcommittee included staff from Carrboro, Chapel Hill, Hillsborough and Orange County.

Pillar 1 – Training and Organizational Capacity

Organizational capacity is a key component in advancing racial equity efforts. This includes a plan to provide training to build capacity and advance racial equity in countywide systems. It is important to provide adequate racial equity training to ensure that employees, Elected Officials, advisory boards and commissions, community partners and other stakeholders build a foundation including definitions of key terminology and commonality. It is also important to evaluate policies, services and new initiatives incorporating an equity lens and encompassing racial equity in everyday operations and decision-making processes.

GARE racial equity training topics include:

- History of race
- Implicit and explicit bias
- Institutional and structural racism
- How to use and apply racial equity tools
- Understanding the role of government in advancing racial equity
- Be motivated to take action

Targeted training groups:

- Elected officials
- Management/supervisors
- Non-management
- Advisory board and commission members
- Community/business partners
- General public

To ensure that an organization is ready to train the various groups, each organization should look at the organization's readiness to make a change. Leadership needs to be supportive of efforts and establish a clear vision. An organization must also have appropriate resources such as staff time and budget. Training can be provided as a requirement for all staff or as a voluntary opportunity.

While the specific training implementation will be determined by each jurisdiction, a benefit of this countywide effort is the opportunity to leverage one another and collaborate on training, when possible.

Appendix B has more detailed information developed as a set of best practice guidelines to review and consider prior to implementing racial equity training.

Pillar 2 – Community Engagement

Community Engagement, a vital strategy in centering and advancing racial equity in the community, requires the expertise and people of lived experiences. To effectively remove race as a predictor of success, residents and employees of color should also be engaged as subject matter experts on institutional barriers and the strategies to dismantle those barriers. This engagement will make for better procedures, policies, and programs.

This sub-committee established the following shared principles for shifting the power dynamics in government to prioritize the perspective of communities most impacted by racism.

ONE ORANGE RACIAL EQUITY COMMUNITY ENGAGEMENT PRINCIPLES

Commit to change toward a new power dynamic for shared decision-making, working together with the community.	Commit to listen, learn, and implement solutions from all communities, especially impacted communities of color	Commit to co-design desired results and engagement processes (IAP2 Spectrum of Public Participation) with the community.	Commit to provide training and technical assistance for employees seeking to engage and build partnerships with the community.

Each jurisdiction has community engagement methods and strategies, and the strategy laid out in Appendix C can be used to strengthen and supplement those efforts. The Spectrum of Public Participation below is a tool of the International Association for Public Participation (IAP2). The international professional organization works to advance the practice of public participation globally, and the spectrum is considered a best practice. Additional tools adapted from various sources are provided to help operationalize community engagement.

Use the 3-Step Community Engagement Process to select the best engagement approach. This process can assist jurisdictions in creating an engagement process that centers equity and honors the wealth of knowledge in each jurisdiction. Community engagement provides an opportunity to repair or replicate harm and to build relationships and community. For all community members, each interaction and each engagement contribute to the experience of their relationship with the government. Our focus on racial equity acknowledges that interactions and lack of engagement have historically led to disparate outcomes for communities of color. Community engagement fulfills the social justice maxim, "Nothing About Us, Without Us," and increases the likelihood of community buy-in during implementation.

GARE also suggests providing a form of reimbursement for their time and expertise — not as an incentive but as compensation. Jurisdictions are encouraged to explore community engagement compensations strategies, begin piloting the 3-Step Community Engagement Process and provide feedback as we continue to refine the One Orange Community Engagement Strategy.

The One Orange Racial Equity Framework requires a pragmatic approach informed by the analysis racially disaggregated data from the Racial Equity Index covered in the next section of this report, coupled with the information learned through community engagement.

Pillar 3 – Racial Equity Index

The overall goal of this pillar is to develop an index depicting the correlations of key indicators to predict outcomes and impacts on racial disparity in identified areas such as income, education and health in the county and jurisdictions. The use of data and analytics is integral to the work of GARE to present a descriptive picture of where the county and municipalities are currently in racial equity work, and to track progress overtime.

The first work deliverable will be developing an overview of available relevant data and organizing it into a user-friendly public-facing web page. Some of this work is anticipated to build on current intergovernmental work being completed through Carolina Demography.

The second deliverable will be an analysis of the county workforce data utilizing the SAS modeling. After this pilot, a decision will be made about the platform to use for future index work.

Pillar 4 – Racial Equity Assessment Lens

Evaluation of existing and new policies, practices, services and initiatives is another component of advancing racial equity efforts. The Racial Equity Assessment Lens is designed with a user-friendly approach incorporating a racial equity emphasis. The findings can effectuate change that results in better community outcomes. To maintain the effectiveness of this approach, periodic review of this assessment lens should occur based on real life experiences. See Appendix D for FAQ's and assessment lens.

Pillar 5 – Evaluation and Accountability

The Evaluation and Accountability Sub-committee is working on an evaluation process based on the Results-Based Accountability principles (RBA) framework. The RBA framework provides a disciplined, data-driven decision-making process to help local governments take action to solve problems. RBA is embedded in the Racial Equity Assessment Lens that "starts with the desired result and works backward to the means, to ensure the desired results that your plan works toward community results with stakeholder-driven implementation." Results-based accountability helps distinguish between population level (whole group), and performance measure (activity-specific) indicators that organizations use to determine whether they are having an actual impact. The RBA framework indicates the relationship over time between results, indicators, and activities. It is based on seven questions of population accountability: What are the desired results? What would the results look like? What are the community indicators that would measure the desired results? What does the data tell us? Who are your partners? What works to change the data trend toward racial equity? What actions should you start with?

<u>Performance Accountability for Actions: The Road to Getting to Results</u>

In using the RBA framework, the groundwork has already been set. For each community indicator, the group has identified a set of actions. Facilitated action planning sessions help to refine the steps. Population-level indicators and results will then help to build a performance plan. Performance measures will ensure actions or activities are crafted in a way to decrease racial disparities. More details are outlined in Appendix E.

Some questions asked in this process are:

1. Who do you serve?
2. What is an action's intended impact?
3. What is the quality of the action?
4. What is the story behind the data?
5. Who are the partners with a role to play?
6. What works to have a greater impact?
7. What are the next steps?

Community outreach is a necessity in evaluation and accountability. A performance measure is a quantifiable measure of how well an action is working and an action are the specific things that a jurisdiction will do to achieve the outcomes. Some questions to consider includes: Are there outcomes and actions that are receiving less attention than others? Is there a need to change the plan? Have plan actions been implemented or are in progress? What do the results indicate as to how to improve? Is there an explanation and/or proposal for resolving the issue if there are unmet or blocked actions Are there racially diverse staff working on the plan over the year(s)? Are residents of color engaged in the implementation of the plan over the year(s)? Are measures being recorded and updated as actions change, or are they completed? Is the jurisdiction reporting on challenges and successes?

The One Orange Racial Equity Framework is designed so that evaluation and accountability of racial equity work is aided by the Racial Equity Assessment Lens which is rooted in Results Based Accountability. Evaluation of actions and outcomes is a continual process that relies on community outreach, transparency, and effective data analysis.

Implementation

The multi-jurisdictional task force will continue to work collaboratively on education, projects, community engagement and communication. Racial equity work should be guided by the Racial Equity Goals and decisions of Elected officials in each jurisdiction. Each jurisdiction will use the five pillars as the foundation to take action on a jurisdictional level.

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Jurisdictional CORE Team Members:

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Appendices

APPENDIX A. - One Orange Community Engagement in Action Results

General Organizational Invite	Targeted Outreach Presentation
Marian Cheek Jackson Center	Refugee Support Center
El Centro Hispano members	Northern Orange Branch of the NAACP members
Cedar Grove Community Center	Public housing residents
Rogers-Eubanks Neighborhood Association (RENA)	Orange County Changemakers
Juvenile Justice Crime Control Commission	Orange County Partnership to End Homelessness
Third Sector Alliance	Chapel Hill-Carrboro of the NAACP members
Orange County Community Remembrance Coalition	Long -Term Recovery Groups/contacts
Refugee Community Partnership members	Inter-Faith Council residents
Orange Congregations In Missions	Local Reentry Council
United Voices of Efland Cheeks	Intergovernmental Park Work Group
Orange County Juvenile Crime Prevention Council	Orange County Toy Chest
A Helping Hand	Orange County Senior Center
Art Therapy Institute	Chapel Hill - Carrboro Public Housing
Big Brothers Big Sisters of the Triangle, Inc	Joint Board of Health
Boys and Girls Club of Durham and Orange County	Chapel Hill – Carrboro School Board
Transplanting Traditions Community Farm, Inc.	Carrboro Racial Equity Commission
Farmer Food Share	Chapel Hill Public Housing Resident Council meeting
Piedmont Health Services	Orange County School Board
Boomerang Youth, Inc.	Orange County Commissioners
Table NC	Orange County Board of Health meeting
Club Nova Community, Inc.	
The Arc of the Triangle	
Chapel Hill Meals on Wheels	
Hope Renovations	
Pathway to Change	
Community Members	

Specifically, the following community input was gathered. Using the interactive tool Mentimeter, during the general sessions, the visual representation below captures attendees responses displaying the most frequent words more prominently.

Question 1: What is one hope and one fear about this County Wide Racial Equity Framework?



Again, Mentimeter was used to display the attendees responses to the question below. The image below displays one frame containing nine responses to the second question raised. Reponses were organized into themes and served as the bases for the paper and electronic surveys used in targeted presentations.

The community prioritized the following racial equity results. In total, there were 660 responses, some response contained multiple responses. It is important to note that the majority of the responses below were gathered from the Orange County Toy Chest target community engagement.

285	Improved Education Outcomes for Children of Color
285	Increased Affordable Housing Options
119	Increased Decision-Making Opportunities for People of Color
108	Increased Influence on Budget/Resource Allocations
162	Increased Employment Opportunities for People of Color
157	Improved Health Outcomes for People of Color
82	Increased Community Engagement for People of Color
82	Increased Local Government Accountability to Communities of Color
140	Increased Opportunities for Youth Voice(s)
146	Decreased Criminal Justice Involvement for People of Color
138	Increased Community Unity

The multi-jurisdictional workgroup learned it is easier to connect with community bodies formed with decision-making authority, specific planning responsibilities, or service providers. By leveraging Orange County's Toy Chest, we were able to reach voices that would otherwise go unheard. Conversely, engaging people of color in the community with different lived experiences of institutional racism

through general invitation can be challenging for many reasons. However, many of the families opted to take the survey, going beyond checking a box to thoughtfully crafting sentences to voice their desire for racial equity. As we move forward to effectuate this plan, each jurisdiction is encouraged to use the communities' input as they apply a racial equity lens to their policies, practices, and initiatives

APPENDIX B. TRAINING/ORGANIZATIONAL CAPACITY FRAMEWORK

Purpose: The training committee will develop a plan to provide training to policymakers, managers, staff, boards and commission members, community partners, and the general public to build capacity to advance racial equity and to embed racial equity into countywide systems.

1. **Each organization should identify the following prior to providing racial equity training:**
    a. Organization's racial equity vision – this will allow the organization to determine how the training can align with and make progress toward the overall equity vision.
    b. Purpose of the training
    c. Training goals
    d. Assessment of what has already been done, such as policy revisions and previous trainings including the content, focus, and perspectives of previous trainings.
    e. Next steps after training and who is responsible for moving those efforts forward.
2. **Questions to ask prior to training:**
    a. What is the staff's capacity to take on this training and time commitment?
    b. Does the organizational culture support candid conversations around race and equity? See Organizational Capacity section below.
    c. Is leadership invested in transformative change?
    d. What do employees expect and/or want to get out of the training? Training can then be tailored to those interests.
    e. What are timely next steps for participants?
3. **Structure of training:** Below are guidelines and/or suggestions and considerations for the structure of racial equity training.
    a. Adapt presentation style for each member group ensuring diversity of participants within each training session.
        - Elected officials
        - Management/supervisors

- Non-management
- Advisory board members
- Community/business partners
- General public

b. Multiple training facilitators across jurisdictions & a technical support person
    - Have diverse facilitators to keep trainees engaged including at least one facilitator that is representative of the majority of the group regarding gender and race.
    - Consider having a technical support person to help facilitate.

c. Offer initial training to start the conversation around racial equity and provide background information.
    - Balance lecture with discussion, breakout sessions, and group discussions.
    - GARE training should be completed consecutively.
    - Training length, including the number of days and hours, will likely vary for each organization depending on the culture, goals, purpose of the training, and the number of people in attendance.

Suggested preparation

- Practice presenting the training beforehand.
- Review GARE's FAQs to prepare for answering staff questions.
- Share resources including training content and FAQs with facilitators across organizations.

4. Training Content:

a. Initial background/information session on racial equity. This introductory training would be geared toward new employees or people who have not attended racial equity training. The initial training helps build a shared language and understanding of basic concepts. When presenting the training content, consider varied literacy and learning styles across participants.

b. On-going/follow-up training

Implicit and explicit bias

Institutional and structural racism

Racial equity tool – what it is and how to use it for your organization.

Inclusive outreach and public engagement

Operationalizing and organizing racial equity

c. After the training, ask for feedback or an evaluation to help improve future training content.

5. Organizational Capacity:

a. Organization's culture

Is the organization ready to make changes to advance racial equity?

b. Develop, engage and maintain a core team of employees from multiple levels of influence across departments.

c. Time commitment

- Facilitators and participants
- Initial training from GARE and learning COHORT process.
- Train the trainer approach.
- Management & supervisors time to attend trainings and complete assignments outside of training.

d. Resources

- Budget
- Community partners
- Employee commitment
- Full-time diversity, equity, and inclusion position

e. Cross-organizational teams

- Facilitation

APPENDIX C. Suggested Community Engagement Strategy

Spectrum of Public Participation

	Inform 	**Consult**	**Involve** 	**Collaborate** 	**Empower** 
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public	*We will keep you informed.*	*We will keep you informed, listen and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.*	*We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed, and we will provide feedback on how public input influenced the decision.*	*We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decision to the maximum extent possible.*	*We will implement what you decide.*

Increasing impact on decision-making

Levels of Participation Defined

Organizing Engagement provides a detailed description of each level of participation and its benefits and limitations.

LEVEL OF PARTICIPATION	BENEFITS	LIMITATIONS
Inform: In an informing process, participants are largely passive recipients of information, although they may use the information they receive later to vote or choose to participate in additional engagement efforts.	At its most effective and beneficial form, the information shared with the public is as objective, accurate, and fact-based as possible and an informing process keeps the public apprised of the rationales motivating the decisions being made by leaders.	In its most potentially harmful manifestation, an informing process can be used as a manipulative tactic to mollify legitimate public concerns or deceive the public into supporting a decision or policy that is not in their interest. **Use the Racial Equity Assessment Lens to investigate benefits and burdens of your project on the community.*
Consult: In a consulting process, participants contribute their viewpoints, opinions or preferences, and leaders then use this information to inform decisions.	At its most effective and beneficial form, a consulting process improves the outcomes of a decision-making process by giving public officials a more accurate understanding of the beliefs, needs, concerns, or priorities of those their decisions will impact.	At its most harmful form, a disorganized consulting process can take a large amount of the public's time or resources but produce few tangible results, or it can be manipulatively designed to make the public feel it has been heard when leaders are ignoring the public's recommendations. **Provide compensation when possible.*
Involve: In an involving process, participants are actively involved in a decision-making process organized by leaders.	At its most effective and beneficial form, an involving process includes members of the public in meaningful roles, with the public included from the beginning stages of the process through its conclusion.	At its most harmful form, an involving process can be intentionally and selectively exclusionary to empower some members, groups, or viewpoints over others, or it can be so mismanaged, disingenuous, or even fraudulent that the public begins to distrust those in leadership positions, lose faith in their public institutions, or question whether any participatory process can be genuine. **Racial equity requires that we are race explicit, not exclusive. Center the voice of people of color and lived experiences.*
Collaborate: In a collaborative process, leaders work in partnership with members of the public to identify problems and develop solutions.	At its most effective and beneficial form, genuine collaborative processes and partnerships give leaders and participants equal status, with those who hold the power sharing some degree of control, management, or decision-making authority with participants.	At its most harmful form, leaders use their position, authority, influence, or power to exploit or disempower their partners or ask them to do all the work on a project while the leaders derive most of the benefits, funding, or accolades. **Provide compensation when possible.*
Empower: In an empowering process, leaders may partially or entirely turn over control, management, or decision-making authority to public participants, or the public may mobilize to develop a decision-making process instead of institutional leadership or action on an important issue.	At its most effective and beneficial form, an empowering process entrusts the public with decision-making authority and, thereby, builds greater trust among the public. It also provides the necessary resources to members of the public who may be disadvantaged or unable to participate without accommodations or assistance.	In a problematic or harmful form, organizations or individuals are entrusted to manage a process they may not have the capacity or resources to manage competently, or institutional leaders, professionals, and experts remove themselves from the process that requires institutional leadership, specialized expertise, or professional skills to achieve a successful conclusion or resolution. **You may have to provide capacity building or technical assistance.*
Adapted from Organizing Engagement ***Indicates ways to center equity principles to avoid causing harm to historically marginalized populations.**		

Determining the Best Approach (3-Step Community Engagement Process)

To determine the best approach to engage the community, use this three-step process that asks a series of clarifying questions which, when answered thoughtfully, lead to several engagement methods. The steps include:

1. Community Engagement Design Tool — a question-based tool to clarify your engagement's context, scope, people needed, and purpose.
2. Community Engagement Matrix Tool — a grid-based tool used to detail and tailor your engagement needs with potential engagement methods located in the International Association for Public Participation (IAP2) Matrix.
3. IAP2 Methods Matrix — a curated list of engagement methods aligned and organized by level of participation on the spectrum, engagement context, engagement purpose, and scale used to generate engagement methods that match your needs.

STEP 1: COMMUNITY ENGAGEMENT DESIGN TOOL

The Policy Project's Community Engagement Design Tool was adapted below to help determine the best approach to engagement on the IAP2 Spectrum of Public Participation by considering the key factors on your policy or project — namely, the context, scope, people and purpose.

Context: for policy-making supported by engagement. What's the broader context that shapes the environment, likely reaction or readiness of the community to consider the problem or opportunity under consideration?	**Scope:** of the problem or opportunity. What's the scope of the problem, opportunity, or outcome? Are there any limits on the potential solution?
○ Inform ○ Consult ○ Involve ○ Collaborate ○ Empower Engagement level is more likely to be on the left side of the spectrum if there are few complex, significant or controversial factors in the context. Engagement moves further right the more complex, controversial, or challenging the factors are.	○ Inform ○ Consult ○ Involve ○ Collaborate ○ Empower Engagement level is positioned further left on the spectrum the smaller the policy problem-solving scope is. Engagement moves further right the broader the scope is.
People: individuals and groups affected. Who are the people, stakeholders, and organizations who will be affected? What's the nature of our relationship and connection to these people?	**Purpose:** of engagement. What's the purpose of community engagement?
○ Inform ○ Consult ○ Involve ○ Collaborate ○ Empower Engagement level moves toward the right on the spectrum the more significant the policy question is to the public, stakeholders, and community organizations.	○ Inform ○ Consult ○ Involve ○ Collaborate ○ Empower Engagement level moves toward right of the spectrum to receive permission or endorsement or to create solutions. Engagement moves toward center to critique or develop proposals. Engagement moves toward left to provide feedback on a policy proposal.

Design Factors Provide brief statement of rationale describing each of the design factors.		**Spectrum of Public Participation Levels** Check all that apply.				
		Inform	**Consult**	**Involve**	**Collaborate**	**Empower**
Context						
Scope						
People						
Purpose						

Public Participation Levels to Be Used

Based on your assessment of the design factors, decide the best public participation level to meet your program's needs. The following public participation levels will be used:

STEP 2: COMMUNITY ENGAGEMENT MATRIX TOOL

Once use of the Community Engagement Design Tool is complete, the public participation level best suited for your project will emerge. The next step is to consider additional sub-categories that help tailor a community engagement strategy that best fits your community's needs by using the Community Engagement Matrix Tool adapted from [The Policy Project's Selecting Methods of Community Engagement Resource Guide].

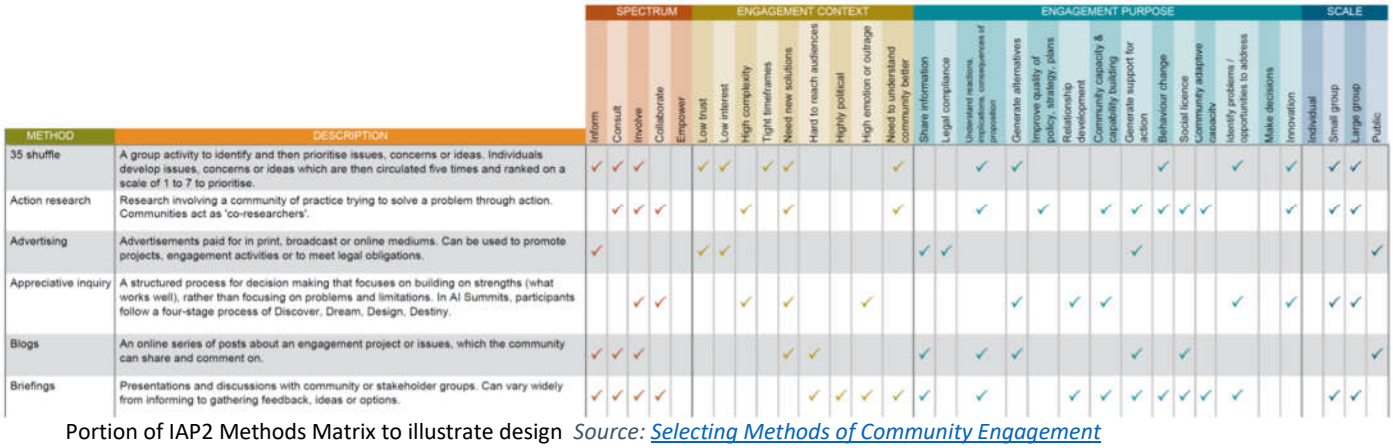
1. Indicate the level of public participation on the spectrum. *Check all that apply.*
2. Indicate the engagement context. *Check all that apply.*
3. Indicate the engagement purpose. *Check all that apply.*
4. Indicate the anticipated engagement scale. *Check the one that best applies.*

	Spectrum					Engagement Context							Engagement Purpose														Scale			
	Inform	Consult	Involve	Collaborate	Empower	Low Trust	High Complexity	Tight Timeframes	Need New Solutions	Hard to reach audiences	Highly political	High emotion or outrage	Need to understand community better	Share information	Legal Compliance	Understand reactions, implications, and consequences	Generate alternatives	Improve quality of policy, strategy, plans	Relationship development	Community capacity building	Generate support	Behavior Change	Social License (community acceptance)	Community adaptive (impact causes major life changes)	Identify or address problems	Make decisions	Innovations	Individual	Small group	Large group	Public
Engagement Project																														

STEP 3: SELECTING COMMUNITY ENGAGEMENT STRATEGY (IAP2 METHODS MATRIX)

After completing use of the Community Engagement Matrix Tool, by indicating which elements are most relevant to your community engagement project, use the IAP2 Methods Matrix found on pages 6-10 in [The Policy Project's Selecting Methods of Community Engagement Resource Guide] to identify possible methods.

The matrix contains 67 innovative methods for engagement. It is arranged by name of the method, followed by a brief description, then by the appropriate Spectrum of Public Participation levels, the engagement context criteria, the engagement purpose criteria, and finally the engagement's scale. Select the method or a combination of methods that meets your capacity, needs, and resources.



Portion of IAP2 Methods Matrix to illustrate design *Source: [Selecting Methods of Community Engagement]*

Using the three-step process described above can aid jurisdictions in creating an engagement process that centers equity and honors the wealth of knowledge in each jurisdiction. Community engagement provides an opportunity to repair or replicate harm, to build relationships and community. For all community members, each interaction and each engagement contribute to the experience of their relationship with the government. Our focus on racial equity acknowledges that historically interactions and lack of engagement have led to disparate outcomes for communities of color. Community engagement fulfills the social justice maxim, “Nothing About Us, Without Us,” and increases the likelihood of community buy-in during implementation.

Next Steps

The committee learned it is easier to connect with community bodies formed with decision-making authority, specific planning responsibilities, or service providers. Conversely, engaging people of color in the community with different lived experiences of institutional racism can be challenging for many reasons. GARE suggests providing a form of reimbursement for their time and expertise — not as an incentive but as compensation.

The One Orange Racial Equity Framework requires a pragmatic approach that relies heavily on analyzing racially disaggregated data detailed in the Racial Equity Index covered in the next section of this report. Throughout every step of the process, the committee will use the 3-Step Community Engagement Process to select the best engagement approach. Jurisdictions are encouraged to explore community engagement compensations strategies, begin piloting the 3-Step Community Engagement Process and provide feedback as we continue to refine the One Orange Community Engagement Strategy.

APPENDIX D. RACIAL EQUITY ASSESSMENT LENS

One Orange – Let's Get REAL on Racial Equity

RACIAL EQUITY ASSESSMENT (REAL)

Goal: When we achieve racial equity, race will no longer predict opportunities, outcomes, or the distribution of resources for residents of Orange County, North Carolina, particularly for communities of color. Therefore, it is important to evaluate initiatives and demonstrate how it aligns with the County's and/or Town's racial equity goals.

FAQ's:

What is the purpose of conducting this assessment? Conduct this assessment to measure how communities of color are affected by short and long term governmental decisions. It should be used by decision makers to evaluate new and existing initiatives. The word "initiative" is broadly used to cover policies, practices, processes, procedures, services, projects and the like.

Who should use this assessment? Elected officials, boards, commissions, staff, community partners, and stakeholders to answer and evaluate "who, what, where, why and how" through a racial equity assessment lens.

When should the assessment be conducted? Each jurisdiction will determine when the assessment should be conducted. Once that decision is made, orientation on the assessment shall be provided to all relevant staff and/or stakeholders.

How do I conduct the assessment? The assessment is a worksheet that prompts users to consider the intention of the initiative and how it impacts communities of color. The assessment should generate discussion and analysis that helps government align its initiatives with the racial equity goal stated above. There is not a "correct" answer to the questions. The completion of the assessment has value based on its merit.

How can I get a copy of the lens? The Racial Equity Assessment Lens is included on pages ____.

Racial Equity Assessment Lens (REAL) Lens

NAME OF INITIATIVE	New or Existing?	Who is Conducting the Assessment?

ORIGIN AND DESCRIPTION

- For New initiatives – Why this initiative and why now?
- For existing initiatives- include background information and milestone dates

DESIRED RESULTS

What specific results/outcomes are intended for the community or organization? (How will this initiative achieve this goal? Is anything being created, removed, incentivized, mandated, allowed or assigned by this initiative?)

What policies are relevant to this initiative? How do racial and social inequities impact these areas? Consider topics and subtopics related to what you are trying to achieve, ie: business and economic development, labor and workforce development and retention, the judiciary, public safety, housing, education, health, transportation, environment, human services, youth, recreation and COVID-19.

Topic/Issue	Baseline Data and Racial Disparities	Historical Root Causes of Disparities
For example, rather than write "education" below, list "attendance, school discipline, and commutes."	What does available data or research say about this issue? What disparities already exist within this issue?	What caused the numbers to look like they do today? Were the causes in the distant past and/or more recent? Were they purposeful or unintentional?

What is the specific desired result statement - _____

_____

_____

DEMOGRAPHICS (be as specific as possible)

- Who is this initiative focused on? (Neighborhoods, geographic areas, racial groups, income groups, etc.)
- What data can you provide to describe the target population?
- What data is missing?

Consider groups based on race, earnings, education, geography, occupation, age, gender identity, sexual identity, religion, immigration status, etc. Consider atypical groupings.

	BENEFITTING INDIVIDUALS OR GROUPS	BURDENED INDIVIDUALS OR GROUPS
Funded initiatives		
If the new initiative is funded		
Existing initiative is funded		
Non funded initiatives		
If the new initiative is not funded		
If the existing initiative is no longer funded		

COMMUNITY ENGAGEMENT

List the individuals or groups who will potentially benefit the most or be burdened the most by this Initiative.

- How have you involved community members in developing this initiative?
- Have you involved those directly impacted?
- How have you addressed the concerns raised by community members? Especially those directly impacted.
- Going forward, how do you plan to include voices of those most impacted / burdened? How?

Please note if they are: (1) Already involved in the drafting of the process; (2) What is your first step in involving them; or (3) Why you are not involving them in the process.

Individual or Group	Already Involved, First Step to Involve, or reason for No Involvement

Who else from the community should be involved in designing, governing, or executing the Initiative? Please note if they are: (1) Already involved in the drafting of the process; (2) What is your first step in involving them; or (3) Why you are not involving them in the process.	
Individual or Group	Already Involved, First Step to Involve, or reason for No Involvement

BENEFITS

- Which area(s) of the County/Town could be impacted by this Initiative?
- Share any relevant data (link to jurisdictional map and/or information)
- Consider differences such as towns, density between residential, commercial, rural and suburban, access to resources, transit, geography, and proximity to health care services.

AREA	HOW AREA WOULD BENEFIT	HOW AREA WOULD BE BURDENED

If you mentioned communities of color in the table of above, how might this Initiative negatively impact them?

If you mentioned people with low incomes in the table above, how might this Initiative negatively impact them?

IMPACTS

Considering the Section above when filling out the table below on unintended consequences.

- What are the unintended consequences of this Initiative? Investigate if there have been other Initiatives of this type. If yes, what is known about the effect of these Initiatives, especially of different racial groups?
- What can be done to mitigate any negative impacts?
- Are there any challenges that need to overcome? How?
- Share any relevant data

Type	Potential Unintended Consequence	Mitigation Strategies To Prevent Consequences And Advance Racial Equity
SOCIAL Consider native and long term residents, rural residents, transit, trust in government, education, etc.		
ECONOMIC Consider wages, competition, tourism, unemployment, small businesses, etc.		
HEALTH Consider impacts on pollution, health access, existing health disparities, etc.		
ENVIRONMENT Consider impacts on pollution, natural resources, transit, etc.		
OTHER Consider how a resident might interact with this measure "start to finish." Think through the best- and worst-case scenarios		

What challenges should be overcome? How?

Share any relevant data?

ACCOUNTABILITY

How will the impact of the initiative be measured?
What success indicators or progress benchmarks are incorporated in the proposed Initiative? (Provide indicators/benchmarks/metrics)

What is missing? What will happen if these metrics are met and what will happen if they are not met?

In what way does this Initiative deeply consider the experience of the residents it will impact?

How will you share you results with your leadership and other funders?

How will you share results with community members and stakeholders?

How will you acquire feedback from community members and stakeholders and incorporate findings?

Recommendations –

_____
_____
_____
_____

Signature of Assessor(s)

_____ _____ _____

APPENDIX E. EVALUATION AND ACCOUNTABILITY

PURPOSE: The Evaluation and Accountability Committee will develop an Evaluation Plan based on the principles of the Results-Based Accountability ("RBA") framework. RBA is a national model and provides a disciplined, data-driven, decision-making process to help local governments take action to solve problems. The approach delineates between community conditions/ results and performance accountability/outcomes. Our Evaluation Plan will help us apply racial equity principles embedded into the Results-Based Accountability (RBA) methodology into the Orange County Racial Equity Action Plan.

Results and Community Indicators that Create Outcomes

1. What needs or opportunities were identified during the research and assessment phase of this process?
2. What needs to be different in our jurisdiction's culture, workforce, policies, practices, and procedures?
4. What change do we ideally want (not just for what we would settle)?
5. What does our jurisdiction define as the most important racially equitable outcomes? (Should be answered by the Community)
6. What are some known racial inequities in your jurisdiction? What does population level data reveal about root causes or factors influencing the racial inequity?
7. What are the root causes or factors creating these racial inequities?
8. How does your jurisdiction's relationship with communities of color need to change?
9. How can those most adversely affected by an issue be actively involved in solving it?
10. How will proposed outcomes address root causes of racial disparities and advance institutional and/or systemic change?
11. What government programs will this proposal impact? What are the opportunity areas? I.e. budget, health, jobs, social services, criminal justice?
12. How do you ensure your proposal is working and sustainable over time?

Creating Actions to Achieve Outcomes

1. Were actionable solutions identified during the information gathering phase of this process by communities of color?
2. Which actions were identified as priorities by the communities of color?
3. What is a specific change in policy, practice, or procedure that could help produce more equitable outcomes? Are these changes working together, in a complementary way?
4. How will an action decrease racial disparities?
5. Are there any unintended consequences? Who benefits; who will be burdened? Can they be mitigated?
6. Will the proposal impact specific geographic areas and what are the racial demographics of those areas?
7. What capacity is needed to successfully implement the action? Is it adequately funded?
8. How will an action be implemented and by whom?
9. Is the action achievable within the lifetime of the plan?
10. Is the action measurable and how will it be measured?
11. What performance level data is available for the proposal? Are there gaps in the data that need to be filled and/or tell us about the racial inequity in our community.

12. How will the racial equity plan be communicated, internally and externally? Is the communication reaching the intended audience?
13. How can the plan be systematized?

Who is Responsible or Accountable for Completion of Each Action (Stewardship Plan)

1. Ongoing coordination
    a. What is needed?
    b. Who is accountable?
    c. How will they be held accountable?
    d. Is the plan durable?
    e. Does the plan allow for continuity and succession?
2. Ongoing, Racially Equitable and Relevant Engagement

3. Community Engagement
    a. Stakeholder Engagement
    b. Staff Engagement
    c. Boards and Commissions
    d. Elected Officials

4. Annual Progress Reporting prior to the Budget Process
    a. Are there outcomes and actions that are receiving less attention than others?
    b. Is there a need to change the plan? (Process Improvements annually)
    c. Have plan actions been implemented or are in progress? What do the results indicate as to how to improve?
    d. If there are unmet or blocked actions, is there an explanation and/or proposal for resolving the issue?
    e. Are racially diverse staff working on the plan over the year(s)? How many?
    f. Are residents of color engaged in the implementation of the plan over the year(s)? How many?
    g. Are measures being recorded and updated as actions change or are completed?
    h. How many citizens are engaged?
    i. Each jurisdiction reports on challenges and success annually to elected officials.

5.What are the resource gaps?

6.How will we prioritize the needs?

    a. What is needed?
    b. Who is accountable?
    c. How will they be held accountable?
    d. Is the plan durable?
    e. Does the plan allow for continuity and succession?