



Tempe®

EQUITY IN ACTION

Equitable Engagement Framework

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Framework Context

The Equity in Action (EiA) coalition, composed of community members and City staff, developed a framework through a series of conversations with community members facilitated by Collective Equity Partners¹ in the Fall of 2020 as part of Phase 2 of the Equity in Action Project funded by the City of Tempe Innovation Fund.

The purpose of the framework is to support the City of Tempe in increasing the participation of underrepresented residents in Tempe’s planning and decision making. This framework is meant to be the building blocks to the City of Tempe’s efforts in creating a more just and equitable community for all residents.

This document provides an overview of the framework as well as ideas for applying the framework within City work. It is meant to be a living document to be updated as the City begins applying the framework to its policies and practices. The first application of the framework will be throughout 2021 as part of Phase 3 of the Equity in Action Project to further shape and identify how it can be incorporated into the City of Tempe public involvement process.

The Framework

Values



Conditions for Inclusive Public Participation



Center Vulnerable & Marginalized Groups



Spectrum of Engagement



¹ Collective Equity Partners is a consultant collaborative formed by S. Rowe Consulting, Gonzalez Consulting and All Voices Consulting

Values



The following values were identified through the group conversations and a series of interviews with Equity in Action participants.² These values are meant to guide public participation efforts.

- **Accountability** - We want to create a community that values responsibility during the process and accountability for the results of our actions. We value shared ownership of the actions and results of a task
- **Diversity**- We want to create a community that reflects the diversity of our nation and centers healing the wounds of historical exclusion by valuing and celebrating our dimensions of difference
- **Collaboration** - We want to create a community that values healthy, open and honest communication where everyone in the community is welcome to join in alliance to promote egalitarian partnerships
- **Accessibility** - We want to create a community that values comprehensibility and legibility to diverse and dynamic communities. We must break barriers and build bridges as a community.
- **Inclusion** - We advance our principles of diversity and accessibility by re-articulating our commitment to inclusion. We recognize that it's not only important to have different people in the room, but to also make sure they feel empowered to speak honestly: for themselves and their communities. We honor the strength that it takes to talk through difference and commit to creating a space that challenges tokenism.
- **Empathy**- We want to create a space where humanity matters; where we center humanity, dignity and compassionate understanding. We hope to create a space that values emotional and compassionate empathy. We want to try to understand people's pain and take steps to help them when we can.
- **Liberation**- We value freedom and want to create a space where community members feel free to be themselves. We commit to understanding intersectional oppression and to centering equity and liberation in community work and political action.
- **Equity & Egalitarianism**- We value fairness, individual context and experience. We understand that equality is not always fair for those on the margins, so we must center equity and justice as we try to meet the needs of our community.
- **Transparency** - We want to create a community where our constituents trust our ability to make decisions for the betterment of the whole, especially for frontline communities. Therefore, we commit ourselves to a culture of transparency where we speak openly and truthfully about our intentions, history, actions and limitations.
- **Service** - We want to create a community that cares deeply about each other by engaging in charitable, philanthropic and reparative action meant to heal the community.
- **Safety**- We want to create a community where everyone, everywhere feels and is safe. We are committed to listening, building and maintaining trust with those that are not safe, centering marginalized communities.

² These values and descriptions are from UDSN fellow, Valencia Clement's [report](#). She identified these values and descriptions based on her one-on-one interviews with EIA coalition members.

Community Engagement Spectrum



The Spectrum of Community Engagement to Ownership charts a pathway to strengthen and transform our local democracies.³ This tool was developed by Rosa González of Facilitating Power, in part drawing on content from a number of public participation tools, including Arnstein’s Ladder of Citizen Participation, and the Public Participation Spectrum created by the International Association for Public Participation.

It was developed on the idea that thriving, diverse, equitable communities are possible through deep participation, particularly by communities commonly excluded from democratic voice and power. It emphasizes that the stronger our local democracies, the more capacity we can unleash to address our toughest challenges, and the more capable we are of surviving and thriving through economic, ecological, and social crises.

The spectrum provides developmental stages to help the City of Tempe recognize where they are at and set goals for where they can go together with the community through conscious and collective practice in order to transform systems.

THE SPECTRUM OF COMMUNITY ENGAGEMENT TO OWNERSHIP



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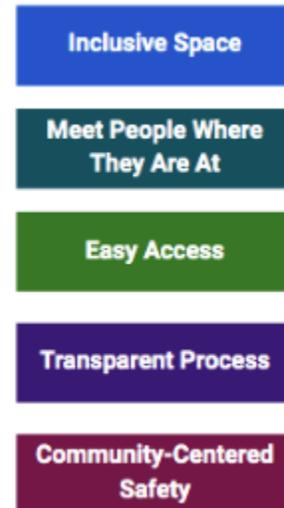


³ The Spectrum of Community Engagement to Ownership guide can be found by visiting the Movement Strategy Center at <https://movementstrategy.org/b/wp-content/uploads/2019/09/Spectrum-2-1-1.pdf>

Necessary Conditions for Inclusive Participation

What are the conditions needed for vulnerable and marginalized groups to participate in a public engagement process that promotes safety and courage? The EIA coalition identified six conditions that will increase participation of these groups.

- **Create an Inclusive Space.** This means that spaces where the City of Tempe wants to engage the community need to have a culture of community where norms are supporting each person's understanding and ability to feel comfortable as an active participant. The following considerations were emphasized during community conversations:
 - Agreements & norms
 - Working assumptions
 - Cameras on unless unable
 - Interpreter to support language barriers
 - More community than City staff in the space
 - Facilitated conversations with race equity consultant
 - Allowing most impacted to speak first.
- **Meet People Where They Are At.** This means working to understand the values, the needs, and emotions of all groups in Tempe and connecting with them in a way that is effective for them. This involves being more flexible about certain practices.
- **Provide Easy Access.** Often, government processes can have a complicated and extensive process to participate and/or access services. This condition is about making changes to allow for easier access. For example, at public meetings, some changes could include having fee waivers for parking, easier access to the internet and public comments before meetings.
- **Hold a Transparent Process.** This means being clear to residents about a particular process such as a community engagement effort about a project. It includes sharing an overview of the process as well as providing a feedback loop once the process is over to reconnect and be open. This also means being clear and upfront about any barriers or limitations.
- **Center Marginalized & Vulnerable People.** When thinking about community engagement, this would be making sure to target the vulnerable and marginalized groups as well as underrepresented places listed in the framework. Targeted Universalism is a framework that supports this condition (See Appendix B).
- **Promote Community-Centered Safety.** Community-centered safety prioritizes community needs to improve the quality of life for everyone. This way of framing safety is about addressing the root causes of offenses by providing a supportive environment to help people tackle whatever issues they are facing, whether it is mentally, financially or otherwise.



Vulnerable and Marginalized Groups

Overall, there are several groups that have been disadvantaged socioeconomically or otherwise by gender, age, racial, or ethnic inequities in society. As a result, they have a heightened sensitivity to decisions made within systems due to the barriers they experience.

Using a targeted universalism framework (see Appendix B), the City of Tempe staff and community members identified 9 groups that should be prioritized in Tempe decision making to ensure that these groups can realize benefits and not be harmed by decisions made. Ultimately, when supporting communities on the margins, there is a universal benefit for the entire community.

- Communities of Color
- Immigrants & Refugees
- LGBTQIA
- Homeless/Unsheltered
- Low-income Families
- People impacted by disabling conditions
- Formerly Incarcerated & their families as well as families of those currently incarcerated
- Youth
- Individuals who have experienced sexual or domestic abuse
- Older Adults



Places on the Margins

Although not listed in the framework graphic, the coalition identified several places as being on the margins in Tempe where vulnerable groups often live. These places should be prioritized as most vulnerable to development and displacement.

- **Schools-** High Schools North of Guadalupe, McClintock, Tempe, Marcos, Compadre
- **Incarcerated-** Jails & Courts
- **Transit-** Light rail & Bus stations, Inside buses
- **Communities-** Victory Acres, Guadalupe, Escalante
- **Unsheltered Camps-** Tempe Town Lake, North & East of 101 east and west frontage roads
- **Parks-** Sunset Riverside, Jaycee, Clark, Tempe Papago, Park outside of City Hall, Tempe Beach, Daley, Petersen, Mouer, Esquer, Escalante

Projects Ideas

The coalition identified several projects that could support a more equitable Tempe. Some can be led by the coalition; some are systemic changes and then others promote increased civic engagement within the City.

Coalition Led Community Projects

These are projects that could be led by the coalition to test and apply the framework.

- Experiential Tours for City Council in Different Districts (transportation, homelessness, parks) with the goal to be more empathetic of planning for various areas (Mayor, City Manager, Deputies, Council, Staff)
- Community Led Walkabouts- the goal is to hear needs from community member and to have community members lead walks in identified neighborhoods for Mayor, Council, City Staff
- Create opportunities to build connections (i.e., meetup at the cemetery, break bread together) Connect outside of zoom and city council meetings
- Other potential projects on how to better engage communities (Ideas)
- Paid focus group with all Tempe neighborhood associations to identify what is impacting their community the most, and what can improve their conditions

Civic Engagement Processes

These are ideas that can promote and improve civic engagement within the City.

- Engaging in City Council processes with the EiA framework
- Boards and commissions understand the EiA framework and get more marginalized communities on boards and committees
- Support community led activities and opportunities for the community
- Revamping Diversity Dialogues to have multi-medium, speakers, podcasts, books, etc. Great time for community input to revamp

Systems-Level Proposals

These are ideas that focus on internal City of Tempe systemic changes to support equity.

- Participatory Budgeting
- Equity guidelines to connect to policy
- Municipal Internet to support equitable access to participation
- Declare racism as a public health crisis like Sacramento, CA
- Alternatives to Police, Care 7 and Social services in general to invest in social services; create an alternative to police by placing funds in other resources

Additional Projects to Categorize

These additional ideas need to be reviewed with the coalition.

- Every city department must have its own equity plan
- Require all city departments and contractors to do an equity SWOT analysis and integrate into their department's individual equity plan
- Paid internship through Tempe Office of Diversity: Focal point-grant writing and philanthropic outreach to increase monies available for municipal equity projects

- Short Term Contract award: Further the scope of work with EIA to develop sustainable, long term equity solutions that can be built into city practices
- Research Development Project on creating City of Tempe Police training academy (separate from historically racist MCSO training academy)
- Hiring of BIPOC lobby firm to designate racism public health crisis in the City of Tempe
- Closing Gap in digital divide: free/sliding scale municipal internet service
- Waiver of Fees for historically Hispanic neighborhood Victory Acres to be declared historical, granting protection from further gentrification
- Scholarship fee's available for BIPOC/most impacted residents obtaining their GED (prep, classes, testing fees)
- Grant fees for BIPOC/woman/LGBTQIA Tempe based grassroots orgs that have proposals on creating safe equitable communities
- Motel Vouchers for individuals/families experiencing homelessness
- Move-in fee/utility deposit assistance fund for survivors of DV transitioning from shelter or other safe haven into permanent housing
- Lending fees with zero interest for first 5 years for BIPOC/woman owned small business in Tempe
- Transportation partnership with Dial a Ride/Lyft/Uber to serve low income/fixed income elder community that cannot leave to get essential items (groceries, hygiene, emergency appointments) due to impacts of COVID 19
- Require city budget department to include civic engagement on setting budgetary priorities (beyond just commenting on the thousand-page document that is difficult to navigate online) Prioritize communication to those identified as most impacted communities/individuals
- Require all housing/project developers to produce equity analysis, with verifiable proof that the surrounding impacted community was engaged in the process. Subject to city monitoring out of community development and diversity and inclusion offices.
- Data Analytics- Need further data on how housing development projects impact communities of color, mixed family households, single parent households

Testing the Framework: Apply Framework to a Project, Plan or Policy

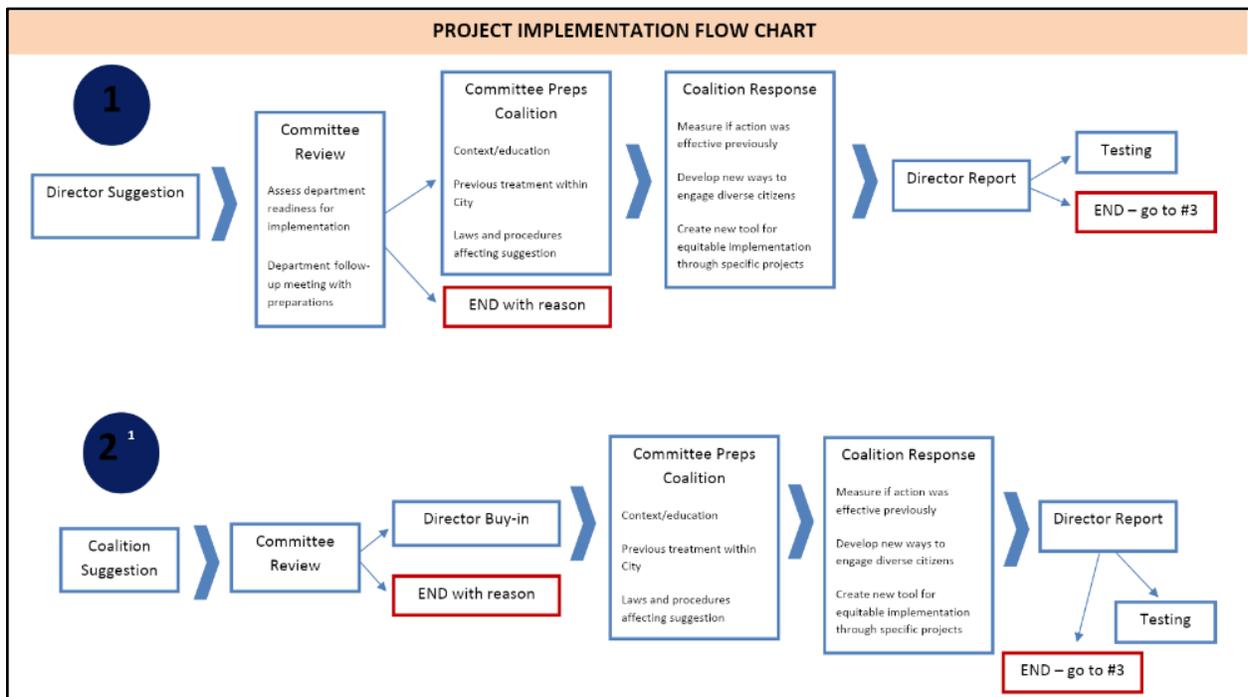
The framework was developed through a series of conversations meant to be applied to work that the City does with the community. The third phase in the Equity in Action project is about exploring how this framework can increase community engagement and ultimately improve conditions for vulnerable and marginalized groups.

There are several approaches that can be taken to test the framework. The goal of Phase 3 is not only to test the framework, but also examine how the framework can be applied. Here is an overview of one approach with details below:

- Step 1: Pre-Project Planning
- Step 2: Connect with Stakeholders Collectively
- Step 3: Project Implementation
- Step 4: Measurement & Impact
- Step 5: Reflection and Evaluation
- Step 6: Review the Framework
- Step 7: Expand Framework to City-wide

Step 1: Pre-Project Planning

This step involves the coalition to determine which project should be tested with the framework. The following flow chart provides the pathways to determine the project to ensure buy-in by both staff and community members.



Once the project is chosen, research, stakeholder review and other planning should be conducted to set up the work.

- Identify who the project will potentially impact (vulnerable and marginalized groups) and gather related data
- Identify stakeholders to represent these marginalized groups during the project process (if not represented in the group)
- Review the necessary conditions for inclusive participation and identify how these conditions will be met to support the stakeholder's ability to feel comfortable and open to participating throughout the project work

Step 2: Connect with Stakeholders Collectively

This step involves the coalition and community stakeholders to reflect on the project and determine outcomes as well as explore the potential impact of the project. Multnomah County has a couple of tools to support this work (see Appendix D and/or E).

Step 3: Project Implementation

This step focuses on utilizing the community engagement to ownership spectrum to engage additional residents related to the project implementation.

Step 4: Project Measurement and Impact

Once the project has been completed, it will be important to understand the impact of the project and measure the changes by utilizing the framework. Here are some guiding questions for this evaluation:

- How do we know we've centered vulnerable and marginalized groups?
- How do we know that Community Engagement has been expanded to Ownership?
- How do we know if Conditions for Participation have improved?
- What practice, policy or process can/did or may change connected to this project or the voice of the most impacted communities?

Step 5: Framework Reflection and Evaluation

After reviewing the impact and processes of the actual project, Step 5 involves reflecting on the framework and whether or not changes should be made for future applications. Part of the reflection includes discussion of the lessons learned throughout the project implementation.

Step 6: Edit the Framework

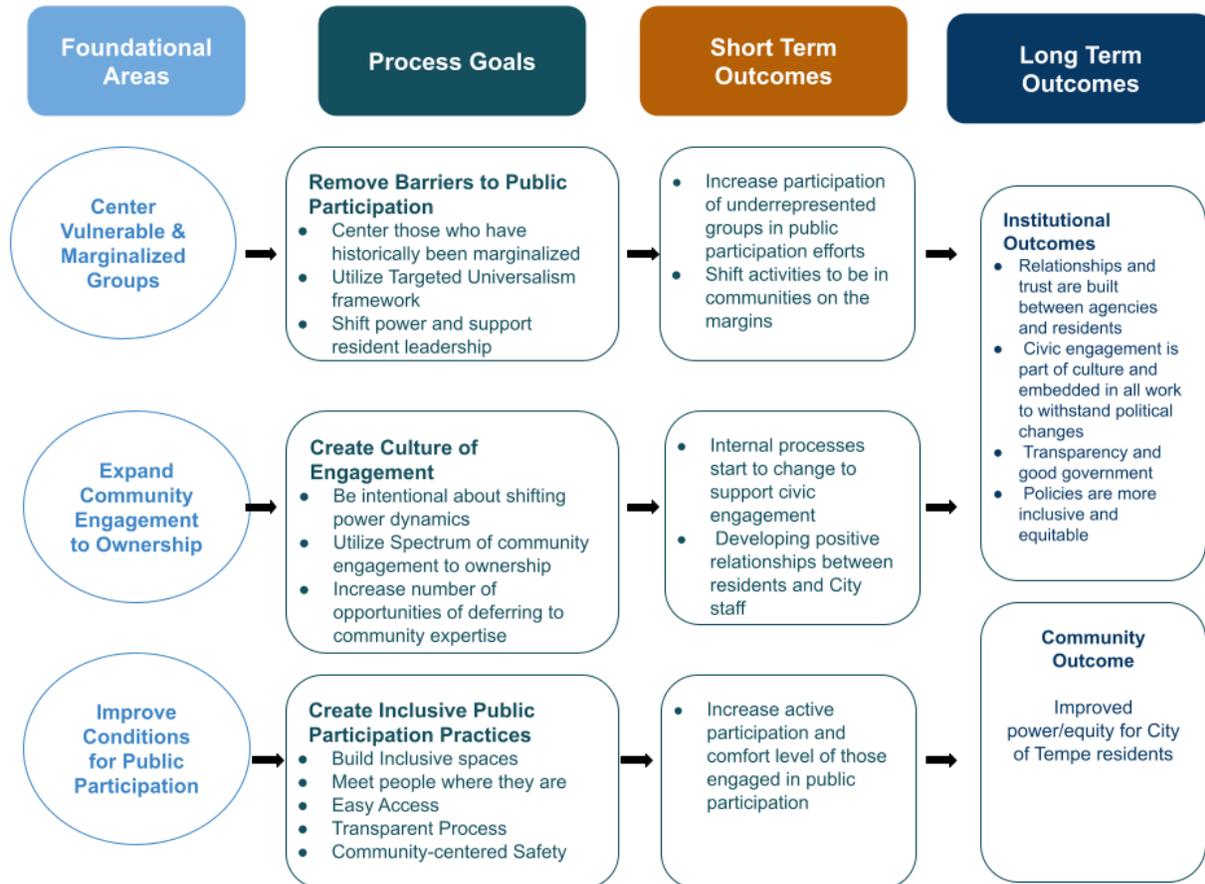
Once the group has reflected on the process, it's important to make changes and adapt the framework to incorporate the lessons learned and any additional context needed to improve the framework.

Step 7: Expand Framework to City-wide

Once the framework has been updated, Step 7 is about identifying how to incorporate and apply the framework to other aspects of City work.

Measuring the Impact of the Framework with a Theory of Change

This theory of change provides a way to apply the framework and hopes for how the framework can impact the City of Tempe as an institution and the community as a whole.⁴ As with the framework, this should be evaluated and reflected upon after testing it on a project.



⁴ Inspired by Minnesota Department of Human Rights' Guide to Civic Engagement: https://mn.gov/mdhr/assets/rFinal_2018CivicEngagementUserGuide_t-opt_1.18.19_tcm1061-361141.pdf

Appendix A: Glossary of Terms

In talking about issues of race, a common vocabulary is essential to avoid misunderstandings and misinterpretations. Words often have different meanings to different people, based on their experiences. A Glossary of Terms can help avoid such misunderstandings. Not everyone will agree on the definition of every word; but everyone should have a common understanding of how words are being used in particular circumstances.

Here is a list of glossaries that the coalition can discuss to support them in identifying definitions for key terms relevant to Equity in Action such as systemic racism, oppression, and marginalization.

Racial Equity Tools Glossary

<https://www.racialequitytools.org/glossary>

Key Equity Terms and Concepts from the Center for the Study of Social Policy

<https://cssp.org/wp-content/uploads/2019/09/Key-Equity-Terms-and-Concepts-vol1.pdf>

Equity and Empowerment Lens from Multnomah County Definitions *(on page 12)*

<https://multco.us/file/31833/download>

Chinook Fund General Terms and Forms of Oppression

<https://chinookfund.org/wp-content/uploads/2015/10/Supplemental-Information-for-Funding-Guidelines.pdf>

Aspen Institute Glossary

<https://www.aspeninstitute.org/wp-content/uploads/files/content/docs/rcc/RCC-Structural-Racism-Glossary.pdf>

NCCJ Social Justice Definitions

<https://www.nccj.org/resources/social-justice-definitions>

Appendix B: Targeted Universalism

Targeted universalism means setting universal goals pursued by targeted processes to achieve those goals. Within a targeted universalism framework, universal goals are established for all groups concerned. The strategies developed to achieve those goals are targeted, based upon how different groups are situated within structures, culture, and across geographies to obtain the universal goal. Targeted universalism is goal oriented, and the processes are directed in service of the explicit, universal goal.⁵

Differences in Targeted, Universal & Targeted Universalism Approaches

Targeted policies

Single out a specific group. They do not set a universal goal, their goal is set for particular groups. For example: the Supplemental Nutrition Assistance Program (SNAP) has resource and income parameters that qualify one for program participation. SNAP is a program targeted toward households that meet specific income and resource conditions. Many means-tested programs fall into the category of targeted programs. The entire welfare system is a package of programs targeted to those meeting specific conditions. One may or may not qualify for targeted programs.

Universal policies

Aspire to serve everyone. They set a goal for the general population. Universal policies intend to apply to everyone, to all groups. For example, universal health care policies are intended to apply to all groups; there are no qualifying standards that must be met.

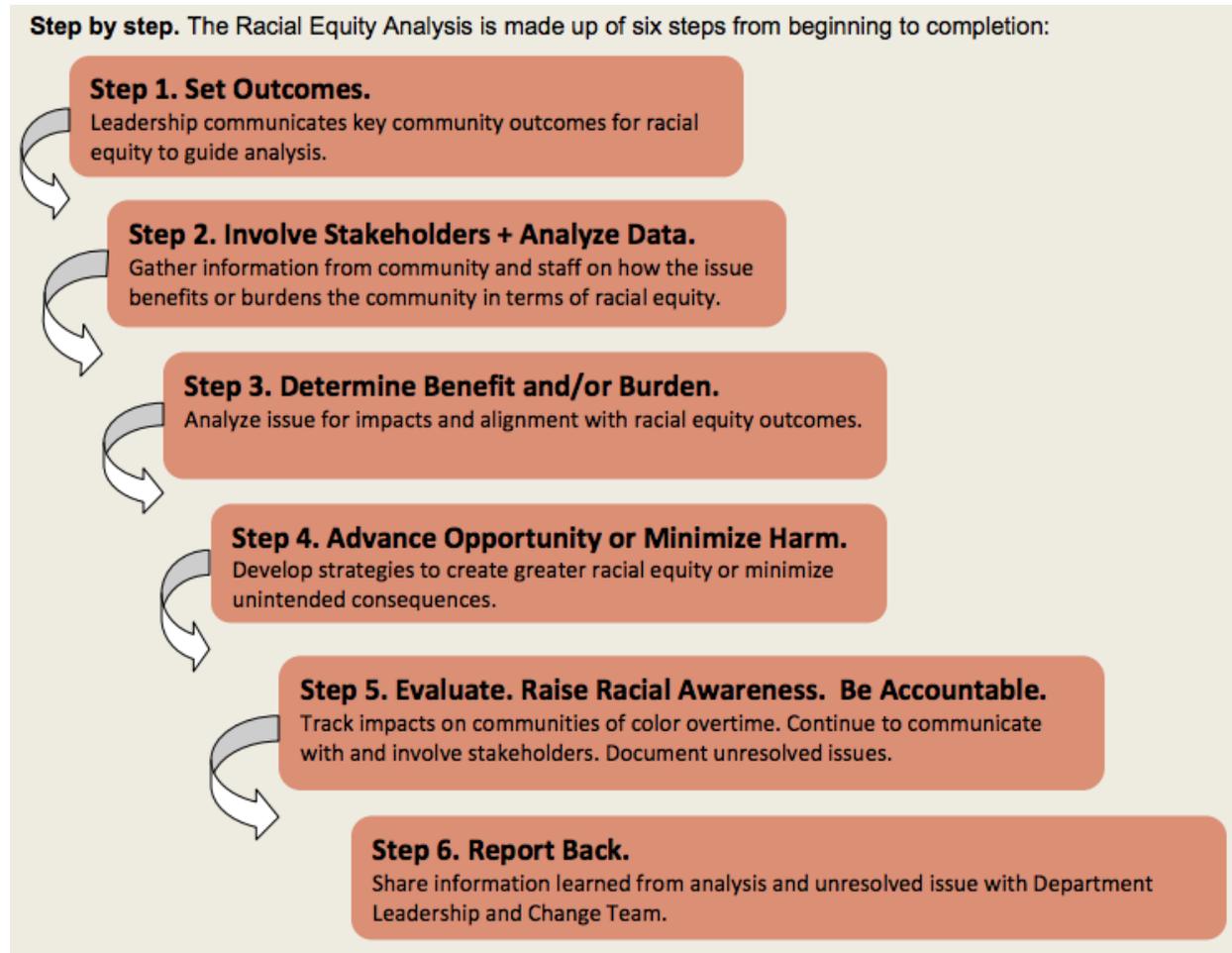
Targeted universal policies

Aspire to serve everyone by enabling different strategies based on the needs of different groups. Targeted universal policies appeal to everyone and set a goal for the general population: everyone stands to benefit by reaching the universal goal. At the same time everyone benefits from reaching the goal, different groups need different supports. Some groups also need more help because groups are situated differently with respect to the goal. Some are closer, some are further, and different groups must take different paths to get there.

⁵ <https://belonging.berkeley.edu/targeteduniversalism>

Appendix C: City of Seattle Racial Equity Analysis

The Racial Equity Toolkit⁶ lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.



⁶ https://www.seattle.gov/Documents/Departments/RSJI/RacialEquityToolkit_FINAL_August2012.pdf

Appendix D: Multnomah County Equity Considerations

Multnomah County embarked on a community centered process to identify how to apply an equity lens to their climate action plan. Staff summarized the feedback from these work sessions and finalized them after review by the Equity Working Group (image).⁷

Staff then used the Equity Considerations to conduct a basic equity assessment of every action proposed in the draft Climate Action Plan. Actions were revised based on that assessment and the updated actions were shared with the Equity Working Group to determine if their feedback had been adequately integrated.

EQUITY CONSIDERATIONS

1. Disproportionate impacts

Does the proposed action generate burdens (including costs), either directly or indirectly, to communities of color or low-income populations? If yes, are there opportunities to mitigate these impacts?

2. Shared benefits

Can the benefits of the proposed action be targeted in progressive ways to reduce historical or current disparities?

3. Accessibility

Are the benefits of the proposed action broadly accessible to households and businesses throughout the community — particularly communities of color, low-income populations, and minority, women and emerging small businesses?

4. Engagement

Does the proposed action engage and empower communities of color and low-income populations in a meaningful, authentic and culturally appropriate manner?

5. Capacity building

Does the proposed action help build community capacity through funding, an expanded knowledge base or other resources?

6. Alignment and partnership

Does the proposed action align with and support existing communities of color and low-income population priorities, creating an opportunity to leverage resources and build collaborative partnerships?

7. Relationship building

Does the proposed action help foster the building of effective, long-term relationships and trust between diverse communities and local government?

8. Economic opportunity and staff diversity

Does the proposed action support communities of color and low-income populations through workforce development, contracting opportunities or the increased diversity of city and county staff?

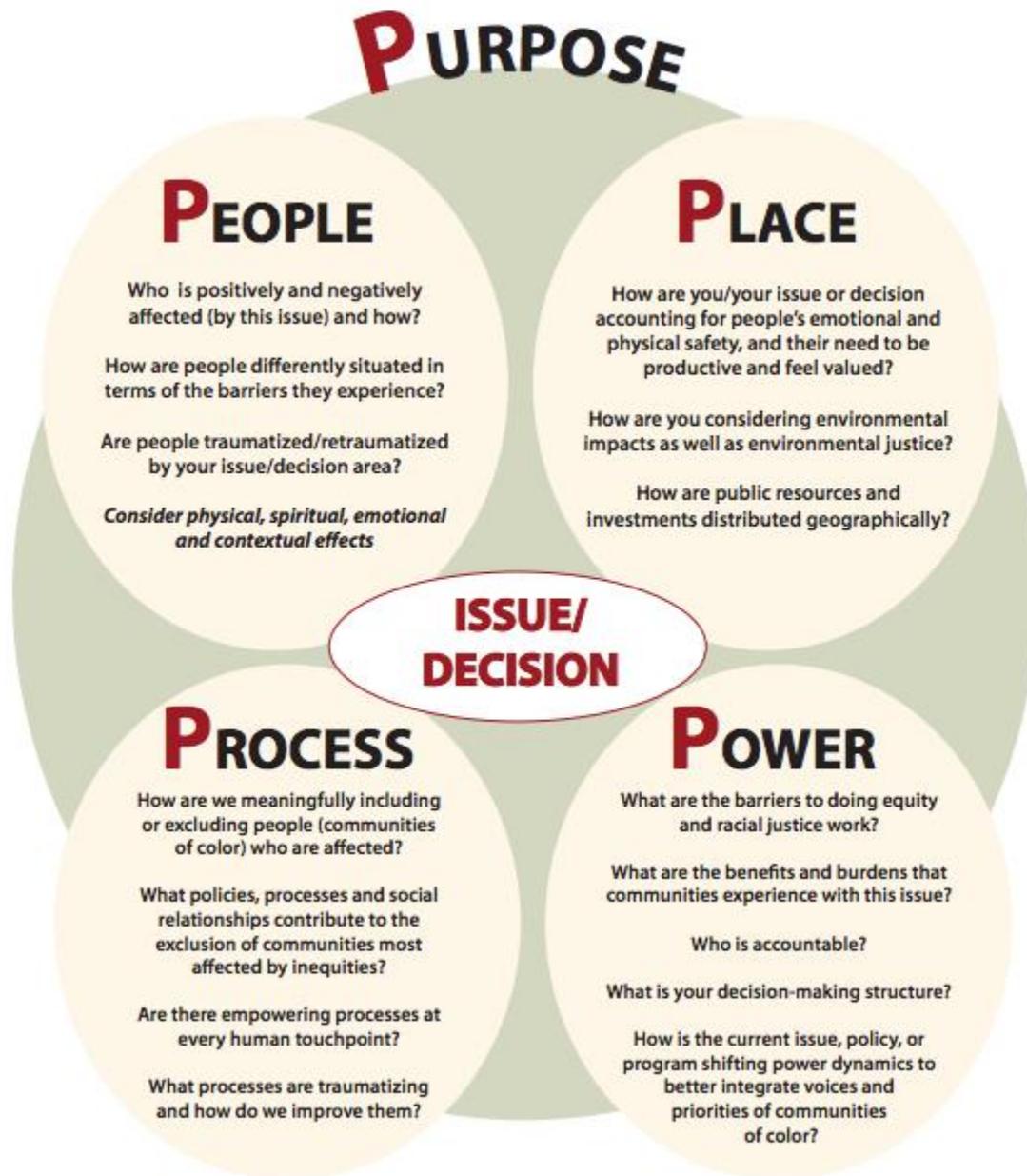
9. Accountability

Does the proposed action have appropriate accountability mechanisms to ensure that communities of color, low-income populations, or other vulnerable communities will equitably benefit and not be disproportionately harmed?

⁷ <https://www.portland.gov/sites/default/files/2019-07/cap-equity-case-study-web29jul.pdf>

Appendix E: Multnomah County 5 Ps Guiding Questions

This tool (from Multnomah County) is part of Multnomah County, OR's Equity and Empowerment Lens which seeks to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs. This worksheet asks questions in the areas of People, Place, Process, Power, and Purpose.⁸



⁸ <https://www.countyhealthrankings.org/resources/equity-and-empowerment-lens-5-ps-worksheet>