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OFFICE OF THE CITY CLERK  
OAKLAND

2018 NOV -1 PM 1:04

# AGENDA REPORT

**TO:** Sabrina B. Landreth  
City Administrator

**FROM:** Darlene Flynn  
Director of Race & Equity

**SUBJECT:** Oakland Equity Indicators Report

**DATE:** October 25, 2018

City Administrator Approval

Date: 11/1/18

## RECOMMENDATION

**Staff Recommends That the City Council Receive an Informational Report Regarding the 2018 Oakland Equity Indicators Report.**

## EXECUTIVE SUMMARY

In Oakland, equity is defined as fairness. It means that identity – such as race, ethnicity, gender, age, disability, sexual orientation or expression – has no detrimental effect on the distribution of resources, opportunities and outcomes for our City's residents. One key assumption in this work is that race matters, and this assumption is supported by the data. Almost every indicator of well-being shows troubling disparities by race.

The purpose of the Oakland Equity Indicators Report is to have a baseline quantitative framework that can be used by City staff and community members alike to better understand the impacts of race, measure inequities, and track changes in the disparities for different groups over time. This framework can then be used to guide and inform policies that address these disparities.

The Oakland Equity Indicators Report will be useful across City departments as the city organization strives to advance equity by using strategies determined through an intentional focus on racial and ethnic disparities and their root causes. This report is available on the City's website at <https://www.oaklandca.gov/projects/oakland-equity-indicators>.

The Director of Race & Equity will present the 2018 Oakland Equity Indicators Report to the Life Enrichment Committee and the Public Safety Committee at the meetings of November 13, 2018. The presentation slide deck is provided as **Attachment A**.

Item: \_\_\_\_\_  
Life Enrichment Committee & Public Safety Committee  
November 13, 2018

## **BACKGROUND / LEGISLATIVE HISTORY**

City Council approved Resolution No. 86934 C.M.S. on October 17, 2017, authorizing acceptance of a \$140,000 grant and execution of an agreement with the Research Foundation of the City University of New York (CUNY) to fund the development of equity indicators to promote equitable outcomes for City of Oakland residents.

At the Rules Committee on October 11, 2018, this informational report was scheduled for the Life Enrichment Committee and Public Safety Committee on November 13, 2018.

## **ANALYSIS/POLICY ALTERNATIVES**

Oakland has a long history of activism around issues of inequity and social justice. Oakland was selected in 2017 to be among the first cohort of five cities throughout the country to develop local Equity Indicators in partnership with CUNY's Institute for State and Local Governance (ISLG) with funding from the Rockefeller Foundation. The project began as a joint effort between the Resilient Oakland Office and the Department of Race and Equity. It has resulted in a product that will be useful across City departments as the city organization strives to advance equity by using strategies determined through an intentional focus on racial and ethnic disparities and its root causes.

The 2018 Oakland Equity Indicators Report is available on the City of Oakland website at <https://www.oaklandca.gov/projects/oakland-equity-indicators>. There is also a dedicated website for the Equity Indicators accessible from this page for the public to fully explore the Equity Indicators. The site offers easy to access datasets for each indicator and layout for exploring its themes and topics.

The Equity Indicators report structure is based on a Citywide framework consisting of six (6) themes that cover broad areas of people's live. The six themes are:

1. Economy
2. Education
3. Public Health
4. Housing
5. Public Safety
6. Neighborhood and Civic Life

Within each theme, there are four (4) topics. And within each topic, there are three (3) indicators, for a total of 12 indicators per theme and 72 indicators in the entire framework.

Indicators represent the best proxy that could be identified for the complex disparities that the city set out to measure. Every indicator receives a score, created by calculating the ratio between the outcomes for the least and most advantaged racial/ethnic group.

The ratio is then converted to an Equity Score using an algorithm development by CUNY ISLG. Scores are on a scale from 1 to 100. 1 represents the highest possible *inequity*. 100 represents the highest possible *equity*.

The overall 2018 Equity Indicator Report score for the City of Oakland is 33.5. The five (5) highest scoring Indicators in the framework were as follows:

#### Highest Scoring Indicators

1. Equal Access Accommodations at 100 (within Neighborhood and Civic Life Theme: Civic Engagement Topic)
2. Adopt-a-Drain at 80.0 (within Neighborhood and Civic Life Theme: Civic Engagement Topic)
3. Homeownership with Mortgage at 78.0 (within Housing Theme: Displacement Topic)
4. Life Expectancy at 77.0 (within Public Health Theme: Mortality Topic)
5. Labor Force Participation at 72 (within Economy Theme: Employment Topic) and Participation in Workforce Development Program at 72 (within Economy Theme: Job Quality Topic)

There were 12 indicators that received the lowest possible score of a 1.0 indicating the most extreme levels of inequity exist between groups in these measures.

#### Lowest Scoring Indicators:

1. Education Theme – Program Access Topic – Suspensions
2. Education Theme – Teachers Topic – Representation of Student Body
3. Public Health Theme – Child Health Topic – Childhood Asthma Emergency Department Visits
4. Public Health Theme – Physical and Mental Health Topic – Substance Abuse Emergency Department Visits
5. Housing Theme – Displacement Topic – Homelessness
6. Public Safety Theme – Incarceration Topic – Adult Felony Arrests
7. Public Safety Theme – Incarceration Topic – Jail Incarceration
8. Public Safety Theme – Incarceration Topic – Prison Incarceration
9. Public Safety Theme – Law Enforcement Topic – Use of Force
10. Public Safety Theme – Community Stressors Topic – Homicides
11. Public Safety Theme – Community Stressors Topic – Juvenile Felony Arrests
12. Neighborhood and Civic Life Theme – Built Environment Topic – Pedestrian Safety

It is important to note that with this scoring system, a high score indicates high levels of equity, not necessarily overall quality of outcomes. In other words, if everyone is doing poorly in a particular area but doing equally poorly overall, that area would get a high equity score, but that does not indicate that outcomes are as good in that area as one might ultimately want them to be.

### **FISCAL IMPACT**

This is an informational report that has no direct fiscal impact, however,

development of the 2018 Oakland Equity Indicators Report was funded through a \$140,000 grant from the Rockefeller Foundation through CUNY. The City of Oakland provided in kind support through staff in the Resilient Oakland Office and Department of Race and Equity.

### **PUBLIC OUTREACH / INTEREST**

The project included significant community engagement to determine the indicators selected for the report. The Department of Race and Equity sponsored three community meetings and participated in a fourth, convened by the community, about the final 2018 Report. Summary notes from the meetings are available on the Department web site. Also, the Grassroots Racial Equity Task Force, a coalition of community organizations, has also launched a partner project to gather qualitative data to supplement the Equity Indicators quantitative content.

### **COORDINATION**

This informational report is prepared in coordination with the City Administrator's Office.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Improving equitable outcomes for City of Oakland residents will improve economic opportunities for all Oakland residents.

***Environmental:*** Improving equitable outcomes for City of Oakland residents will improve environmental impacts for all Oakland residents.

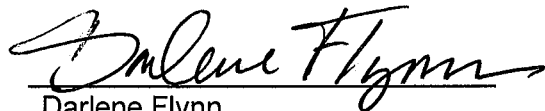
***Social Equity:*** Improving equitable outcomes for City of Oakland residents will directly improve equity for all Oakland residents.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Receive An Informational Report Regarding the 2018 Oakland Equity Indicators Report.

For questions regarding this report, please contact Darlene Flynn, Director of Race and Equity at (510) 238-2904.

Respectfully submitted,



Darlene Flynn  
Director, Department of Race and Equity

Reviewed by:  
Stephanie Hom  
Deputy City Administrator

Attachments (1):

- A. Measuring Change Toward Greater Racial Equity, 2018 Oakland Equity Indicators Report (slide deck)



City of Oakland

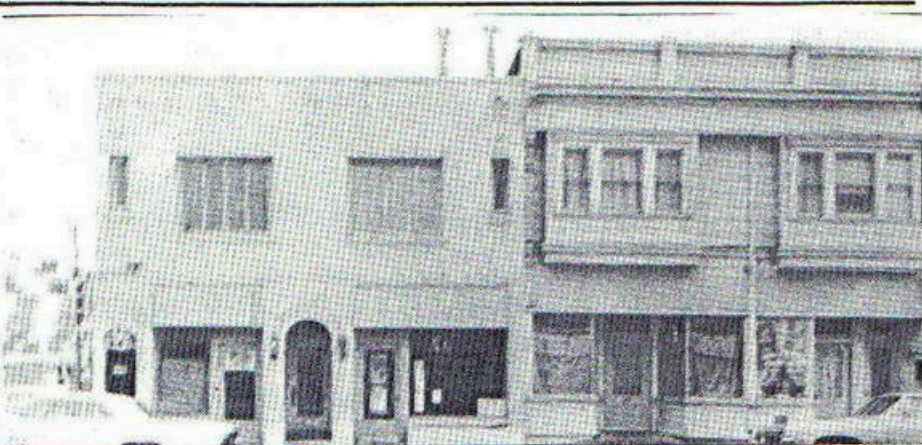


# MEASURING CHANGE TOWARD GREATER RACIAL EQUITY

2018 OAKLAND EQUITY  
INDICATORS REPORT



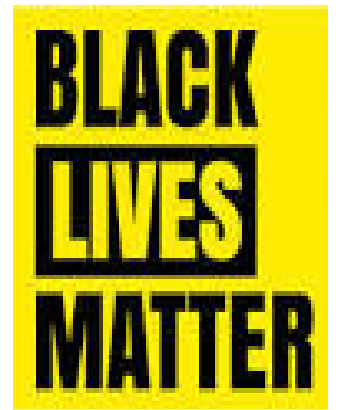
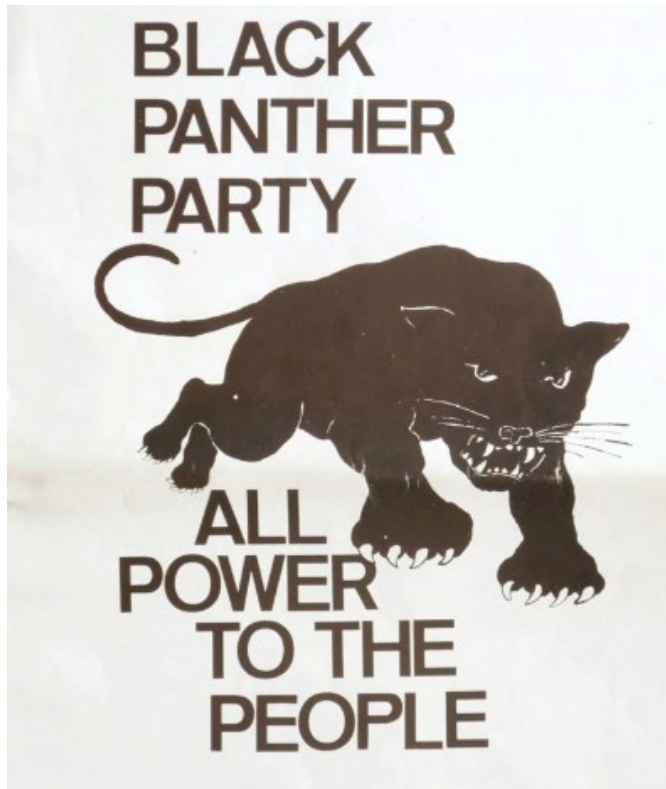
**Corrina Gould co-founded Sogorea Te Land Trust to reclaim Ohlone land.**



CENTRO LEGAL DE LA RAZA, 3827 E. 14th ST. ph. 261-1167

**CENTRO LEGAL DE LA RAZA**

Oakland



## CITY CONTEXT



# KEY PARTNERS

**RESILIENT OAKLAND**



**CUNY INSTITUTE  
FOR STATE & LOCAL  
GOVERNANCE**



## **Grassroots Racial Equity Task Force**

AYPAL, Organizing Asian Communities; Building Home Together; Communities United for Restorative, Justice; East Oakland Building Healthy Communities; Latino Task Force; Neighbors for Racial Justice; Oakland Food Policy Council; People United for a Better Life in Oakland; Showing Up for Racial Justice; Roots Clinic; TIGRA/In-Advance; and the Universal Income Project.

**Oakland residents and  
community organizations.**

**PIONEERED BY THE  
ROCKEFELLER FOUNDATION**

**100**



**CITIES**





**EQUALITY**



**EQUITY**

**RACE AND  
EQUITY  
ACTION  
CHANGES  
OUTCOMES**

**DATA DRIVEN  
STRATEGIES AND  
MEASURES ARE  
NECESSARY**

# EQUITY INDICATOR FRAMEWORK

## Citywide

The Citywide framework consist of 6 themes that cover broad areas of people's lives.

## Themes

1. Economy
2. Education
3. Public Health
4. Housing
5. Public Safety
6. Neighborhood and Civic Life.

## Topics

Within each theme there are 4 topics.  
Whithin each topic there are 3 indicators, for a total of 12 indicators per theme and 72 indicators in the whole framework.

## Indicators

Indicators represent the best proxy we could find for the complex disparities we set out to measure.  
Every indicator receives a score, created by calculating the ratio between the outcomes for the least and most advantaged racial/ethnic group.

### Ratios & Scores

The ratio is then converted to an Equity Score using an algorithm developed by CUNY ISLG.

### Scores & Scales

Scores are on a scale from 1 to 100.  
1 represents the highest possible level of **inequity**.  
100 represents the highest possible level of **equity**.

# DATA SELECTION CRITERIA



## Oakland Equity Indicators



MEASURING CHANGE TOWARD  
GREATER EQUITY IN OAKLAND

1. **Data is available, high quality, and from a reliable source.**
2. **We will be able to calculate change over time (i.e., data is updated and accessible on an annual basis and changes from year to year can be meaningfully interpreted).**
3. **There is a strong causal model for why this indicator matters (i.e., we understand the context behind the indicator and how disparities affect people).**
4. **The data accurately represents the impact of inequity on people's lives (e.g., not measuring quantity when what matters is quality).**

# OVERALL FINDINGS

## Equity Indicators 2018 Report

**Score: 33.5**

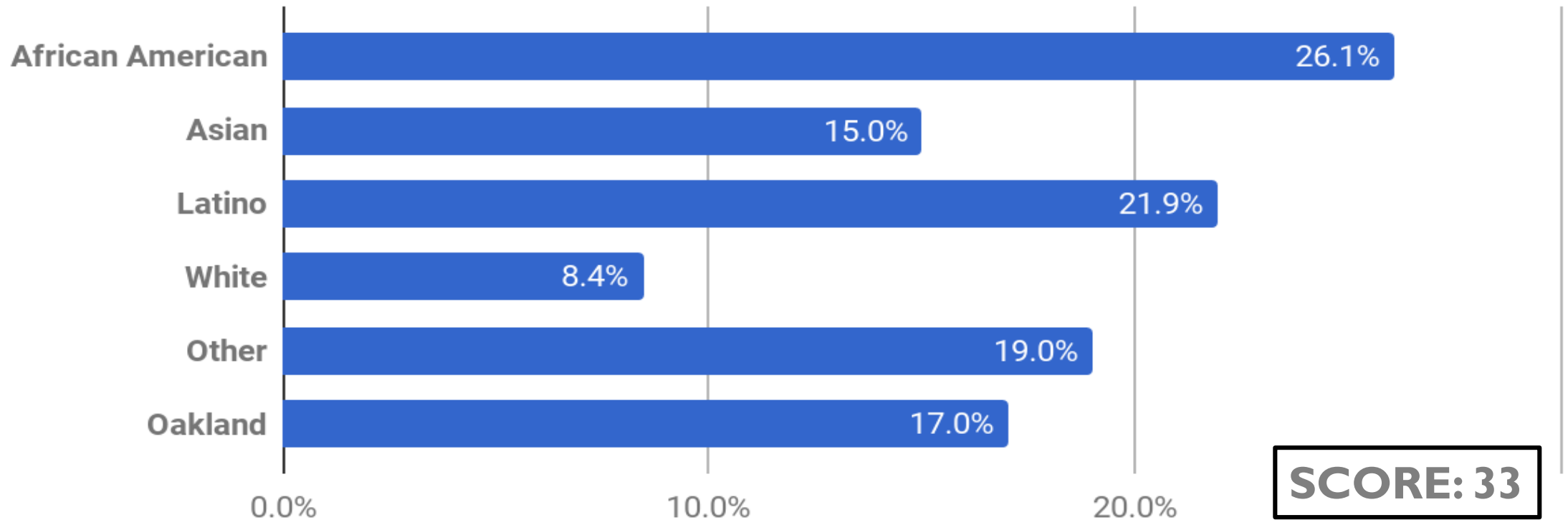


**City of Oakland**

# RACE MATTERS - MOST EVERY AREA SHOWS TROUBLING DISPARITIES BY RACE

## Oakland Poverty Rate by Race/Ethnicity

Percentage of individuals living at or below the poverty line



# **SELECT FINDINGS – HIGHEST SCORING INDICATORS**

- **Neighborhood and Civic Life Theme: Equal Access Accommodations at 100 (language access)**
- **Neighborhood and Civic Life Theme: Adopt a Drain at 80**
- **Housing: Homeownership with Mortgages at 78**
- **Public Health: Life Expectancy at 77**
- **tied for fifth highest scoring were Labor Force Participation and Job Quality, both within Economy, both at 72**

# SELECT FINDINGS – LOWEST SCORING INDICATORS

- **Education:** Program Access – Suspensions
- **Education:** Teachers – Representation of Student Population
- **Public Health:** Child Health – Asthma Emergency Room Visits
- **Public Health:** Physical and Mental Health – Substance Related ER Visits
- **Housing:** Displacement – Homelessness
- **Public Safety:** Incarceration – Adult Felony Arrests
- **Public Safety:** Incarceration – Both Jail and Prison Incarceration rates
- **Public Safety:** Law Enforcement – Use of Force
- **Public Safety:** Community Stressors – Homicides
- **Public Safety:** Community Stressors – Juvenile Felony Arrest Rates
- **Neighborhood and Civic Life:** Built Environment – Pedestrian Safety

# FOR HIGH IMPACT DIG FOR ROOT CAUSES

- What are the factors that contribute to the racial disparity you see in the data?
- What factors do you anticipate affecting the future?
- What are the causes and forces at work?
- Dig deep and involve community to identify the “root causes”
- **Ask “WHY” 3-5 times!**



# SCHOOL-TO-PRISON PIPELINE



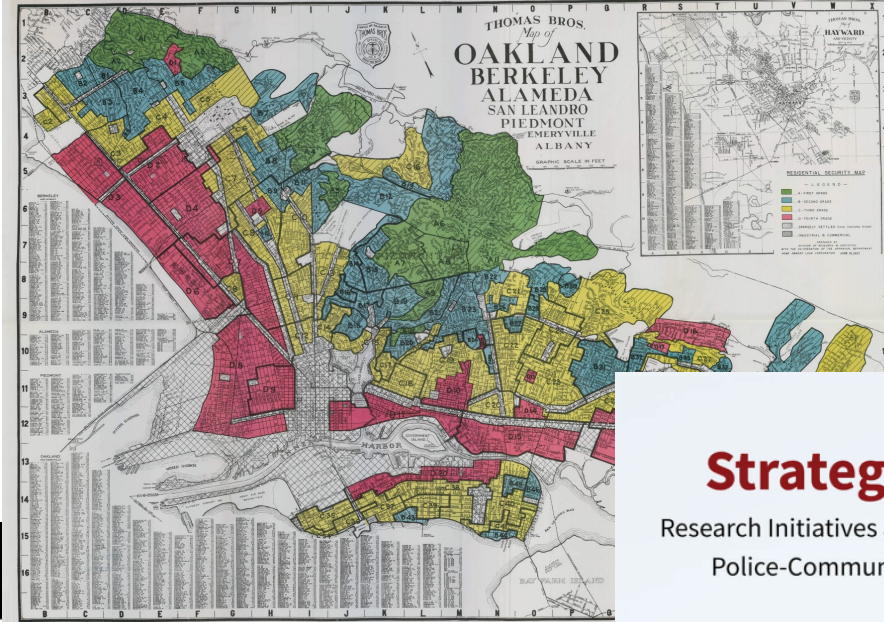
ON HARVEY WEINSTEIN | AFTER THE FINLAND SHOOTING

# THE Nation.

## THE INJUSTICE OF CASH BAIL

70% of people in jail haven't been convicted of a crime. They just can't afford bail.

BY TIA LINDSEY



## Strategies for Change

Research Initiatives and Recommendations to Improve Police-Community Relations in Oakland, Calif.



# EQUITY CHANGE STRATEGIES

- **Intentionally center race and equity in ongoing work of the City**
- **Build organizational capacity to further structural equity changes**
- **Work with communities most impacted by disparities to do root cause analysis, collect and use community insights in the process**
- **Use data and equity impact analysis to advise changes in policies**
- **Work with urgency; take strategic risks to advance equity**
- **Track outcomes and measure progress – move the needle**

# EQUITY INDICATORS MATTER

“Not everything that is faced can be changed,  
but nothing can be changed until it is faced.”

~ *James Baldwin*



# THANK YOU

The 2018 Oakland Equity Indicators Report  
is available on the City of Oakland website at:

<https://www.oaklandca.gov/projects/oakland-equity-indicators>