

RACIAL EQUITY AND SOCIAL JUSTICE TOOL

COMPREHENSIVE VERSION



Racial Equity
& Social Justice Initiative



Racial Equity and Social Justice Initiative Racial Equity Analysis Tool Comprehensive Version



INSTRUCTIONS

Use this tool as early as possible in the development of City policies, plans, programs and budgets.

For issues on a short timeline or with a narrow impact, you may use the RESJI Racial Equity Analysis Tool – Fast Track Version.

This analysis should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process.

The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice Initiative (RESJI): To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The “*What, Who, Why, and How*” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Name of topic or issue being analyzed:

City of Madison’s existing sign ordinance (Chapter 31) to assist with the changes we plan to make for the sign ordinance update

Main contact name(s) and contact information for this analysis:

Katie Bannon (KBannon@cityofmadison.com)
Chrissy Thiele (CThiele@cityofmadison.com)
Matt Tucker (MTucker@cityofmadison.com)

Names and affiliations of others participating in the analysis:

Gaby Arteaga, Building Inspections
Michael Miller, Office of Business Resources
Jacob Moskowitz, Building Inspections
Amanda Hoadley, Building Inspections
Brian Linaberry, Building Inspections

1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

The City's existing sign ordinance (Chapter 31) is being analyzed to see what currently impacts or creates barriers for City of Madison business owners and potentially residents of the community. As part of this update we hope to simplify the sign code so it is easier to understand and be used by customers. We also hope to streamline the sign permit application process, review, and permitting process.

b. What factors (including existing policies and structures) associated with this issue might be affecting communities of color and/or low-income populations differently?

- The process of obtaining a permit for a sign as well as the language/wording of the ordinance can be difficult to understand, making it intimidating or difficult for an owner to understand what signage is permitted for their site.
- There is a financial cost every time there is a delay (loans, etc) so low-income populations would be more adversely affected.
- People may not know sign permits are required or when they are required. For example, business opening signs need permits too.
- The sign contractor licensing requirement may also be a challenge.

c. What do available data tell you about this issue? (See page 5 for guidance on data resources.)

- Black-owned firms applying for forms of financing were least likely to receive all the financing they sought, with Hispanic-owned being second to last. Any delays to starting a business can increase costs so Black-owned and Hispanic-owned businesses may be disproportionately affected by delays in the sign permitting process.
(https://opportunity.census.gov/assets/files/2021-problem-statements/post-covid/MBDA_Improving%20Minority%20Businesses%20Access%20to%20Capital.pdf)
- Immigrants are twice as likely than native-born Americans to start a business. For immigrants with English as their second language, understanding and applying the sign code to their business signs may be especially challenging.
(<https://bipartisanpolicy.org/report/immigrant-entrepreneurship-economic-potential-and-obstacles-to-success/#:~:text=A%202016%20Kauffman%20compilation%20of,Americans%20to%20start%20a%20business.>)

d. What data are unavailable or missing?

- We don't know what the additional costs to a business are when there is a delay in obtaining a sign permit.
- Also, we don't know how much a sign company charges for obtaining a sign permit with us, or how much they charge for filing an application with UDC for sign code exceptions or comprehensive design reviews.
- There is no application fee for submitting a permit and permit fees are pretty low. We would like to know what other cities charge for sign permit application fees and permit fees. An application fee may disincentivize poorly prepared applications.
- We could use more information about signage complaints and enforcement. And about signs that are installed incorrectly or without a permit.
- Knowing what questions are asked most frequently about the sign code would be helpful in preparing more resources for the public.

e. Which focus area(s) will the policy, plan or proposal primarily impact?

Please add any comments regarding the specific impacts on each area:

<input type="checkbox"/> Community/Civic Engagement	<input type="checkbox"/> Food Access & Affordability
<input type="checkbox"/> Criminal Justice	<input type="checkbox"/> Government Practices
<input type="checkbox"/> Early Childhood	<input type="checkbox"/> Health
<input checked="" type="checkbox"/> Economic Development	<input type="checkbox"/> Housing
<input type="checkbox"/> Education	<input checked="" type="checkbox"/> Planning & Development
<input type="checkbox"/> Employment	<input checked="" type="checkbox"/> Service Equity
<input checked="" type="checkbox"/> Environment	<input type="checkbox"/> Transportation
<input checked="" type="checkbox"/> Other (please describe)	
Comments:	
Neighborhood character/quality of life	

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal?

Business owners, neighborhoods, immigrant and/or Black individuals, visitors, sign contractors, landlords, anyone with a garage sale, event planners

b. Who would benefit from the way the ordinance is now?

Current licensed sign contractors (especially the ones who work with us a lot), the people who set up/supported the sign code in 2009, dominant culture

c. Who would be burdened from the way the ordinance is now?

Business owners, neighborhoods, immigrant and/or Black individuals, visitors, new sign contractors, landlords, anyone with a garage sale, event planners

d. Are there potential disproportionate impacts on communities of color or low-income communities?

- Yes, there are potential cost increases when sign contractors need to spend time on learning the sign code and submitting permits correctly.
- There are probably cost increases when a comprehensive design review is needed, and business owners may not know that when they decide on a sign that requires a comprehensive design review.
- Increased permit fees could also have a disproportionate impact.

e. Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged? (See page 6 for guidance on community engagement.)

- We will be starting public engagement next.
- Are there better ways to reach out to the business community? Black Chamber, Hmong Chamber, Urban League, Latino Chamber.
- Is there a way to reach out to Chicago-based sign contractors that have multilingual materials/expertise? Can email all current sign contractors. Can be more proactive in reaching out to multilingual contractors by also calling them.

f. What input have you received from those who would be impacted and how did you gather this information? Specify sources of comments and other input.

Input is in the planning stages. Staff is planning to reach out to current sign contractors. They have presented to the UDC and heard some input from them.

3. WHY

a. What are the root causes or factors creating any racial or social inequities associated with this issue? (Examples: Bias in process; Lack of access or barriers; Lack of inclusive engagement)

- Complicated wording of the sign code
- Aesthetic preferences in the code
- Need for more plain language resources on website
- Lack of support/communication across divisions/departments
- Communication of information flow
- The more complex the code, the more expensive it can be to comply

b. What are potential unintended consequences? What benefits or burdens may result? (Specifically consider social, economic, health and environmental impacts.)

- More expensive for certain groups due to delays or complications
- It's difficult to open a new business and signage is often one of the last things considered before opening
- We have some regular sign contractors but quite a few apply for one year and then don't renew their license
- Smaller sign contractors or contractors from other areas don't expand to Madison

c. What identified community needs are being met or ignored in this issue or decision?

- Clarity of process
- Fewer exceptions
- A code that will be easier to work within
- Most people that apply for a sign permit probably want to open their business within a month or so, and the current process often takes longer

4. WHERE

a. Are there impacts on geographic areas? (Select all that apply.)

- | | |
|---|--|
| <input checked="" type="checkbox"/> All Madison neighborhoods | <input type="checkbox"/> Park Edge/Park Ridge |
| <input type="checkbox"/> Allied Drive | <input type="checkbox"/> Southside |
| <input type="checkbox"/> Balsam/Russet | <input type="checkbox"/> East Madison (general) |
| <input type="checkbox"/> Brentwood/Northport Corridor | <input type="checkbox"/> North Madison (general) |
| <input type="checkbox"/> Darbo/Worthington | <input type="checkbox"/> West Madison (general) |
| <input type="checkbox"/> Hammersley/Theresa | <input type="checkbox"/> Downtown/Campus |
| <input type="checkbox"/> Leopold/Arbor Hills | <input type="checkbox"/> Dane County (outside Madison) |
| <input type="checkbox"/> Owl Creek | <input type="checkbox"/> Outside Dane County |
- Comments:

5. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent unintended negative consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

- Proactively reach out to community groups like the Chambers, etc.
- Update code, but also update the website, application, process, etc. Use plain language.
- Create more transparency in the process for business owners (ex: rejecting sign permit application, why?) Consider creating a report like the site plan verification report that's public-facing.
- Quantify how much time is spent implementing a complicated sign code with many exceptions vs. a more straightforward code.

b. Is the proposal or plan:

- Realistic?
- Adequately funded?
- Adequately resourced with personnel?
- Adequately resourced with mechanisms (policy, systems) to ensure successful implementation and enforcement?
- Adequately resourced with provisions to ensure ongoing data collection, public reporting, stakeholder participation and public accountability?

If you answered "no" to any of the above, what resources or actions are needed?

Sort of yes, sort of no, on all of the above. Need more staff. There will probably will be budget constraints on printing and translation.

c. Who is accountable for this decision to update the code?

Zoning Staff, Urban Design Commission, Alders, Mayor

d. How will impacts be documented and evaluated? What are the success indicators and progress benchmarks?

- Number of comprehensive design reviews. Hopefully their frequency goes down.
- Percentage of sign permits marked "additional info required" instead of "approved."
- How long it takes from sign permit application submittal date to ready to issue.
- Less turnover of licensed sign contractors.
- Feedback from sign contractors.
- Improved staff morale around implementing sign code.

e. How will those impacted by this issue be informed of progress and impacts over time?

Plan to have a dedicated website, Legistar file, Urban Design Commission and City Council meetings, email sign contractors, email Chambers, email Downtown Madison.

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
<http://madison.apl.wisc.edu>
- Open Data Portal (City of Madison):
www.cityofmadison.com/data
- Madison Measures (City of Madison):
<https://www.cityofmadison.com/finance/documents/MadisonMeasures-2016.pdf>
- Census reporter (US Census Bureau):
<http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
<http://racetoequity.net>
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
[U.S. Census Bureau QuickFacts: United States](https://www.census.gov/quickfacts/wisconsin)
- Demographics Services Center (WI Dept of Administration):
[DOA Demographic Services Center \(wi.gov\)](http://www.doa.wisconsin.gov/demographic-services-center)
- Applied Population Laboratory (UW-Madison):
www.apl.wisc.edu/data.php

Federal

- US Census:
[Explore Census Data](https://www.census.gov/data.html)
- 2010 Census Gateway (US Census):
www.census.gov/2010census

CITY OF MADISON RACIAL EQUITY AND SOCIAL JUSTICE COMMUNITY ENGAGEMENT CONTINUUM

Adapted from *Community Engagement Guide: A tool to advance Equity & Social Justice in King County*

The continuum provides details, characteristics and strategies for five levels of community engagement. The continuum shows a range of actions from county-led information sharing that tends to be shorter-term to longer-term community-led activities. The continuum can be used for both simple and complex efforts. As a project develops, the level of community engagement may need to change to meet changing needs and objectives.

The level of engagement will depend on various factors, including program goals, time constraints, level of program and community readiness, and capacity and resources. There is no one right level of engagement, but considering the range of engagement and its implications on your work is a key step in promoting community participation and building community trust. Regardless of the level of engagement, the role of both the City of Madison and community partners as part of the engagement process should always be clearly defined.

Levels of Engagement				
<p>City Informs City of Madison initiates an effort, coordinates with departments and uses a variety of channels to inform community to take action</p>	<p>City Consults City of Madison gathers information from the community to inform city-led projects</p>	<p>City engages in dialogue City of Madison engages community members to shape city priorities and plans</p>	<p>City and community work together Community and City of Madison share in decision-making to co-create solutions together</p>	<p>Community directs action Community initiates and directs strategy and action with participation and technical assistance from the City of Madison</p>
Characteristics of Engagement				
<ul style="list-style-type: none"> Primarily one-way channel of communication One interaction Term-limited to event Addresses immediate need of City and community 	<ul style="list-style-type: none"> Primarily one-way channel of communication One to multiple interactions Short to medium-term Shapes and informs city projects 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems 	<ul style="list-style-type: none"> Two-way channel of communication Multiple interactions Medium to long-term Advancement of solutions to complex problems
Strategies				
<p>Media releases, brochures, pamphlets, outreach to vulnerable populations, ethnic media contacts, translated information, staff outreach to residents, new and social media</p>	<p>Focus groups, interviews, community surveys</p>	<p>Forums, advisory boards, stakeholder involvement, coalitions, policy development and advocacy, including legislative briefings and testimony, workshops, community-wide events</p>	<p>Co-led community meetings, advisory boards, coalitions and partnerships, policy development and advocacy, including legislative briefings and testimony</p>	<p>Community-led planning efforts, community-hosted forums, collaborative partnerships, coalitions, policy development and advocacy, including legislative briefings and testimony</p>

NOTES

A large, empty rectangular box with a thin black border, occupying most of the page. It is intended for handwritten or typed notes.