HUMAN RELATIONS REPORT

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EXECUTIVE SUMMARY

INTRODUCTION

It is projected that by the year 2040 the Chicago metropolitan region will see significant demographic changes. Approximately 2.8 million people will be added through internal and external migration, and births. Approximately 30 percent of the residents will be Latino. Most likely the region will not have a majority sub-population. Close to 18 percent of the population will be seniors. These changes will affect not only the urban centers, but also the suburban communities.

Continued globalization of the economy will also require the region to develop close links to other countries and to work with people from different cultures, languages and faiths. Improved means of transportation and communications will allow future generations to have more global experiences and outlook. To be successful in the future, metro Chicago region residents will need to be able to live and work in a highly diverse environment.

At the present time, the Chicago region is known to be one of the most segregated in the country. Race, ethnic and age segregation have direct consequences not only on the quality of human relations among the region's residents but also on efforts to be equitable with resources and future plans.

An adequate assessment of the state of human relations in the Chicago region involves consideration of a number of dimensions. Most basic is the quality of relationships among individuals. Relations may manifest themselves in families, among friends, within neighborhoods, or in work, religious, educational, recreational, or other social settings. As of yet, there are no conventional measurements of the quality of human relations. Quality human relations might have a number of possible goals: for an individual to be satisfied or describe a high quality of life; for people to be supportive and helpful to one another; or for people to treat one another fairly and offer one another equal opportunities for life outcomes.

In some social settings, individuals share a common fate or have life experiences and opportunities similar to those of others who share common characteristics with them. Other social settings are marked more by differences among groups than commonalities. Such differences can be readily observed in the case of different racial, ethnic, age or language groups, among persons sharing a gender or sexual orientation, or among the disabled, to name the social groupings that seem to have the most impact on people's condition and identity.

When we speak of relations across these groupings, we might ask:

- *To what extent are the material conditions of members of these groups equal* (equality of outcome)?

- *To what extent do members of any of these groups have the same opportunities to pursue their personal preferences as members of other groups* (equality of opportunity)?

- *To what extent do members of different groups respect, value, and mix with one another?*

We might argue that human relations will become stronger as different groups approach equality of outcome, attain equality of opportunity, and either mingle, or at least avoid conflict, with one another.

INEQUALITY OF OUTCOMES

While studies have uncovered disparities in wages and opportunity across gender, older workers often face discrimination in the workplace and have a harder time finding employment than do younger job seekers. Gay, lesbian or transgender people who openly disclose their identity to current or potential employers encounter the same problem in the workplace. And persons with disabilities on average have lower incomes than persons without. The greatest amount of research, though, has taken place around racial disparities.

- In Chicago in 2003, the unemployment rate for African Americans was 16.7 percent and for Latinos was 9.2 percent, compared to 4.4 percent for whites.

- Among jobs held by professionals, African Americans account for only 10.7 percent and Latinos 4.9 percent, compared to 73.7 percent for whites – in spite of the fact that African Americans constitute 37 percent of the population, Latinos 26 percent, and whites 37 percent.

- African Americans are 20 percent more likely to have a low paying job than would be expected based on their proportion of all employed workers; Hispanics are almost 70 percent more likely to be low paid than would be expected.

- Thirty-five percent of Latino youth between the ages of 16 and 24 in the Chicago metropolitan area are drop-outs (including those who dropped out before coming to the U.S.), compared to 18 percent for blacks, and 5 percent for whites.

DISCRIMINATION

To a significant degree, these disparities are the legacy of discrimination and a lack of access to opportunity in previous generations. But unlike the racism of yesterday, which was characterized by legal segregation and blatant discrimination, modern racial inequality often occurs invisibly, unconsciously and unintentionally. In part because of a series of U.S. Supreme Court decisions over the past two decades, conventional civil rights legal strategies such as school integration and affirmative action are less promising strategies. But evidence exists that discriminatory behavior and practices continue:

- Substantial discrimination exists in low-income workplaces. A recurring theme of the low-wage economy is employers refusing to hire African-Americans while hiring Latinos and exposing them to dangerous and exploitative working conditions.

- While Chicago's fair housing community has been extremely active since the passage of the Fair Housing Act, Chicago remains one of the most segregated cities in the United States. The reasons are numerous – discrimination by housing providers, shortage of affordable housing, lack of consumer education, redlining, and predatory practices.

- Fair and equal access to housing remains an illusion for many families of color in Chicago, who encounter discrimination in housing transactions, whether rental,

purchase, lending or insurance, as documented by tester studies. The ability to freely choose where to live is fundamental to personal and economic liberty and is the key to better schools, employment opportunities, and richer social interactions.

- Racial and income disparities continue to plague the mortgage market and limit credit access for many borrowers, with African American and Latino applicants more likely to receive high cost, subprime loans than white borrowers. Such loans have been linked to high foreclosure rates.

GROUP SEGREGATION

One of the greatest challenges the region faces is the physical integration of members of different groups. Residential racial segregation is easily observed and statistically measured, thanks to the decennial census. Across the Chicago region, African Americans and whites live almost completely separate from one another. While less separated than whites and blacks, Latinos on average live somewhat separately from whites and blacks. Less carefully documented is the separation of the older from the young and of the disabled from the non-disabled, or the residential patterns of members of the lesbian, gay, bi-sexual and transgender (LGBT) community.

Segregation of the elderly can take place in at least two ways. First, as a couple ages and children leave the home not to return, the elderly can become isolated in their own homes. Second, seniors are inherently segregated when they choose to live in retirement homes or communities built for that express purpose. Older persons vary in their preferences – some preferring to remain in their homes, others to live in separate facilities. In both cases, quality of life and human relational questions are raised. These include the extent to which it is important for younger people to be exposed on an ongoing basis to people from different age cohorts and capabilities, and whether younger people have any social obligation to care for or assist their elders who may need their assistance. As the population becomes older on average, urban planners have become increasingly conscious of the need to build residential communities suitable for persons with limited mobility.

The segregation of the disabled has been a contentious question for many years. For many years, institutional homes were favored by the government for low-income persons with significant developmental disabilities for whom the state provided support, and often by more affluent families who were unable or unwilling to care for them sufficiently at home. More recently, a U.S. Supreme Court case has forced states to place the disabled in their care in the least restrictive residential environments possible, often in community living settings. Illinois has lagged behind most of the rest of the nation in moving its disabled population from institutional to community residence.   Several related lawsuits continue in Illinois and advocacy groups continue to press state government to move people with disabilities out of institutions.

Although Illinois became the first state in the nation to legalize private, consensual, homosexual relations in 1961, and in spite of the proliferation of "gay neighborhoods" and gay-friendly venues in urban areas and resort towns across America, many neighborhoods and communities are still unpleasant or unsafe for LGBT people who decide to live their sexual orientation or identity openly. In many regions (Chicago is no exception), members of the LGBT community have to migrate from neighborhoods where attitudes are less

tolerant and businesses do not cater to LGBT clientele, to areas where LGBT services and businesses abound and attitudes are more tolerant.

Only recently, the census has started to collect information on sexual orientation. Recent surveys show significant concentrations of same-sex couples in the Lakeview, Uptown, Edgewater and Rogers Park. Yet it is safe to assume that all neighborhoods and communities in the Chicago region include a significant number of more or less visible and/or organized LGBT citizens. Community groups have started to propose initiatives in neighborhoods across town offering housing, services and entertainment to LGBT people, especially youth. Yet, to date, many Chicago region residents must choose between either living their lives discreetly in their neighborhoods or communities of origin, or openly in more diverse areas with a history of LGBT acceptance.

The question of mainstream versus separate special education for children in schools has also been contended extensively over the past 30 years, with litigants and advocates arguing the relative costs and benefits to both the special education student and mainstream students.

Finally, across the region, residents remain almost as separated by income as they do by race.

HATE CRIMES

All too often the combination of lack of resources, group separation, history and discrimination contribute to violence. The Illinois Hate Crime Act protects populations targeted for crime based upon their actual or perceived race, gender, ethnicity, sexual orientation, religion and disability. The Chicago Police Department investigates up to 200 hate crimes each year, with surrounding districts conducting additional investigations. Thirty-nine percent of the hate crimes reported to Chicago police in 2006 were based on race, predominantly African American; 36 percent were motivated by perceived sexual orientation; 14 percent were based on ethnic origin, primarily anti-Latino, and 11 percent were motivated by religion. But victims infrequently report bias violence or report them only to community or advocacy groups, so these statistics are artificially low. Immigrants, in particular, fail to report hate crimes because of distrust of law enforcement officials and language or cultural barriers. LGBT hate crimes are frequently underreported since many victims are afraid of disclosing sexual orientation or gender identity.

CHALLENGE

Principles of equity and inclusion must be paramount in policy proposals and the policymaking process. Many seemingly neutral policies have adverse impacts on racial, gender, disability and age groups. An emerging field of knowledge about implicit bias reveals that when we are conscious of bias, we are more able to reduce it. Model policies and initiatives demonstrate that when inequality is consciously and proactively addressed in the process of public planning, policymaking, budgeting and other actions, disparities can be reduced, eliminated and prevented.

The challenge of achieving these goals in the context of the inequalities that are part of the fabric of our current existence is daunting. Providing equal resources to disparate communities, while it would be an immense improvement of the present situation, is

unlikely to lead to equal outcomes. There are communities that because of generations of neglect will need far more resources than others, if they are to operate on an equal footing.

The effort to achieve equity and inclusion for the diverse populations of the region must expansively address the root causes of inequity and exclusion in the areas of employment, education, fair and affordable housing, voting rights, intergroup relations and our sense of ourselves as part of a global community.

VISION STATEMENT

- We will have broken all the barriers of segregation, from racial, social, economic, political or any other barrier imaginable. They will no longer exist in our region.

- The region will be strengthened by taking an active approach to equity.

- The benefits and burdens caused by the region's investments and policies will be fairly distributed to all parts of the region and will be shared between groups of people, regardless of age, gender, income, race, ethnicity, culture, religious beliefs, sexual orientation, or disability status.

- The region will have diverse housing, transportation, and recreation choices, and its residents will have equitable access to economic, employment, educational, health care, housing and other regional assets.

- The diversity of the region's many cultures will be celebrated as one of our strengths.

- The region will support housing that provides all residents with access to quality education, jobs, health care, cultural and social amenities, and transportation, allowing communities and businesses to attract and retain critical workers.

- Because most housing is provided by the private market, policies and programs will ensure that the private market is able to provide a full range of housing options. When the private market cannot meet the needs of all households, public programs will support housing that provides access to opportunity for all of the region's residents.

- Investments in the region's human capital will occur through workforce development programs or other training that prepares students and workers to excel in the jobs of the future.

- While celebrating the diversity of our municipalities, the region will plan collaboratively for mutual benefit to promote efficiency and equity in planning our region's economic, environmental, social, education, and infrastructure system.

- Planning processes will encourage, respect, and incorporate contributions from people of all backgrounds, ethnicities, cultures, and ages.

RECOMMENDATIONS

To achieve this vision, Chicago's leaders need to take action between now and 2040 to:

INSTITUTIONALIZATION OF EQUITY EFFORTS

1. Institutionalize effective and ongoing efforts to advance equity, inclusion, and cohesion.

2. Adopt an Equity Mandate for public entities at all levels to eliminate racial and other forms of discrimination and inequities, promote equity and inclusion, and foster good relations across all groups.

3. Require public entities to produce and publish race and social justice strategic plans that identify clear objectives and cohesive plans, action steps and timelines for fulfilling the Equity Mandate, with ample opportunity for public participation and input from diverse sectors of the community, especially those most affected by discrimination and social injustice.

4. Institute systems for regional equity and inclusionary planning to foster coordinated and cohesive strategic planning.

5. Require human relations impact assessments for proposed policies, community development plans and budgets in order to maximize opportunities to advance equity and to anticipate and prevent adverse impacts.

6. Support community engagement, capacity-building, cross-racial partnerships and alliances among different groups to advance equity.

7. Require comprehensive data collection that can easily be disaggregated by race and other characteristics in order to monitor and evaluate progress and inform future strategies to eliminate disparities.

HUMAN RELATIONS COMMISSIONS

8. Develop human relations commissions in each county in the metropolitan region, with the enforcement power and resources to address human relations issues and respond to opportunities to mediate local group conflict.

EDUCATION

9. Establish active and ongoing community education and communication programs on race and social justice issues for all sectors of the communities, including within and across public entities and between government and the public.

10. Assure that all schools present a multi-cultural, developmentally appropriate curriculum with a required course on human relations, involving parents, students and educators.

11. Develop a parent leadership training program to educate parents on issues of diversity, inclusion, equity, fairness and the social and political histories of diverse groups, and train them how to reach out and inform other parents on these issues.

12. Develop a media campaign to inform the public about the value of diversity, inclusion, equity and fairness.

CONFLICT RESOLUTION GROUPS

13. Develop neighborhood/grass roots conflict resolution groups to educate people on how to deal with conflicts via conflict resolution, in order to resolve human relations issues in a less formal and less confrontational context.

SOCIAL CAPITAL

14. Promote strong social interactions between people of all different backgrounds around common interests.

15. Develop public transportation systems that make all neighborhoods accessible.

16. Promote urban planning that provides public places for people to meet.

17. Promote civic involvement of diverse populations by providing regular voter registration and voter education forums at schools, libraries, community centers and churches.

18. Promote campaign finance reforms that discourage inappropriate political influence by large donors.

19. Develop activities at schools, churches, and community centers designed to bring people together.

20. Require community service in schools so students learn the value of helping others who are less fortunate and get to know people from different backgrounds.

21. Provide opportunities in schools, libraries, churches and community centers for students to help each other.

22. Promote inclusion of stakeholders in planning meetings by opening meetings to the public and advertising meeting dates, time, and place in impacted neighborhoods.

23. Provide financial incentives to neighborhood development programs that promote inclusiveness and diverse participation.

Chapter One
ISSUES, CHALLENGES AND OPPORTUNITIES

Any assessment of the state of human relations in the Chicago region needs to be multidimensional. At its most basic, such an assessment involves the quality of relationships, or relations, among individuals. Relations may manifest themselves in families, among friends, within neighborhoods, or in work, religious, educational, recreational or other social settings. There are no widely accepted measures of the quality of human relations, in part because different commentators view the subject differently. Quality human relations may have several outcomes: for people to be satisfied or experience a good quality of life; for people to be supportive and helpful to one another; or for people to treat one another fairly and equally.

In some social settings, individuals with common characteristics share a common fate or have similar life experiences and opportunities. Other social settings are marked more by differences among groups than commonalities. Such differences can be readily observed in the cases of different racial, ethnic, age or language groups; among persons sharing a gender or sexual orientation; or among the disabled. These social groupings seem to have the most impact on people's condition and identity. So when we speak of relations across these groupings, we might ask:

- To what extent are the conditions of members of these groups equal? (unequal outcomes or disparities)

- To what extent do members of any of these groups have the same opportunities to pursue their personal preferences as members of other groups? (unequal opportunity or discrimination)

- To what extent do members of different groups respect, value and mix with one another? (social and intergroup relations or group segregation and separation)

We might argue that human relations become stronger as different groups 1) approach equality of condition, 2) attain equality of opportunity, and 3) mingle, or at least avoid conflict, with one another. The following section provides an overview of the current state of human relations in each of these domains.

Inequality of Outcomes (Disparities)
It is arguable that the goal of any society should be to guarantee equality of opportunity of its members to life, happiness or capability, but that it cannot, and should not, guarantee equality of conditions or outcomes for everyone. On the other hand, the overall well-being of the region is damaged when disparity of conditions is as wide as it is today and when the

disparity is so identifiable with racial groups in particular, and disability or immigrant status to a lesser extent. The magnitude of disparity that exists creates segmented housing markets, contributes to crime, reinforces group prejudices and limits the opportunity of much of the population to take advantage of the region's amenities.

The greatest amount of research has taken place around racial disparities. However, disparities exist in other areas as well:

- Studies have uncovered disparities in wages and opportunity across gender;

- Older workers often face discrimination in the workplace and have a harder time finding employment than do younger job seekers;

- Persons with disabilities on average have lower incomes than persons without.

In any number of social domains, on average, whites and Asian-Americans tend to have higher levels of achievement or experience better conditions than the average African-American or Latino. For example:

- African-Americans are 20% more likely to have low paying jobs than would be expected based on their proportion of all employed workers; Hispanics are almost 70% more likely to be low paid than would be expected.[1]

- In one recent analysis, more than 36% of African-American borrowers and more than 20% of Hispanic borrowers in the Chicago region received subprime housing loans, although less than 15% of all conventional mortgages were subprime.[2]

- Thirty-five percent of Latino youth between the ages of 16 and 24 in the Chicago metropolitan area are drop-outs (including those who dropped out before coming to the U.S.), compared to 18% for blacks and 5% for whites.[3]

EMPLOYMENT AND RACE

Across a number of indicators, African-Americans and Latinos fare less well economically than whites, according to a 2008 report by the Illinois Department of Employment Security.[4]

The 2007 Illinois unemployment rates were 8.2% for African-Americans, 5.7% for Latinos and 4.1% for whites. In Chicago in 2003, African-Americans had a 16.7% unemployment rate and Latinos a 9.2% rate, compared to a 4.4% unemployment rate for whites.

Blacks and Latinos are underrepresented among professionals, with African-Americans accounting for only 10.07% of all professionals and Latinos for 4.97%, compared to 73.75% for whites -- in spite of the fact that African-Americans represent 15% and Latinos 14.7% of the general population statewide. Conversely, among laborers and helpers, African-Americans account for 18.5% of workers and Latinos for 36.9%, compared to only 41% for whites.

African-American and Hispanic labor force participation lags that of whites. Data for 2007 shows Illinois labor force participation rates of 61.5% for African-Americans (both males and females) and 69.1% for whites. Illinois outperforms national averages in labor force participation with one exception: African-American males. Whereas two-thirds of African-American males nationally are in the labor force, in Illinois, the share was 62.3% in 2007. Even this number is overstated because the labor force participation percentage is based on the civilian non-institutional population and a disproportionate number of African-American males are imprisoned, which excludes them from the calculation.

Low-wage occupations, which represent 52.1% of total employment in Illinois, employ more than 3 million workers. In 2006, at least 697,650 working Illinoisans (12.1% of the total) did not earn a living wage for a single adult, and none earned sufficient income to support the worker and one child. While African-Americans constitute just 12.5% of all workers in Illinois, they constitute more than 15% of the state's low-wage earners. Hispanics, who are 11.2% of the workforce, make up more than 19% of those in the low-wage categories.

HOME OWNERSHIP AND RACE

One of the key drivers of wealth in the modern economy is equity in a home and ownership of property. In Illinois, minorities have been disproportionately affected by the mortgage crisis, costing them valuable assets and making it less likely that they will become homeowners. For those minority applicants who do receive mortgage loans, those loans have disproportionately been high-cost subprime mortgages. A Woodstock Institute report in March, 2004, demonstrated the strong relationship between increasingly high foreclosure rates and increased levels of high-cost, subprime mortgage lending. In *Risky Business – An Econometric Analysis of the Relationship Between Subprime Lending and Neighborhood Foreclosures*, Woodstock concluded that the contribution of subprime home purchase loans to neighborhood foreclosures is 28 times that of prime home purchase loans.[5]

Subprime lending is concentrated along racial lines. According to a May, 2005, Woodstock Institute report, *Reinvestment Alert 28: New Mortgage Pricing Data Sheds Light on Subprime Mortgage Market*, high cost subprime mortgage lending tends to be concentrated in minority communities and to African-American and Latino borrowers.[6] In the Chicago six-county region, less than 15% of conventional mortgages were subprime. However, more than 36% of African-American borrowers and more than 20% of Hispanic borrowers received subprime loans. These disparities increased based on income: Upper-income African-American borrowers were nearly 4 times more likely, and upper-income Hispanics were more than twice as likely as upper income white borrowers to receive subprime loans. Woodstock's report also found that subprime loans are concentrated in minority census tracts, with middle-income, minority census tracts containing the most subprime loans. See also *The State of the Nation's Housing: 2004,* Joint Center for Housing Studies of Harvard University.[7]

While some subprime lenders provide needed access to credit, other subprime lenders make loans to the most vulnerable borrowers without regard to their ability to repay the loan and/or engage in predatory practices, such as bait and switch tactics and fee gouging. A 2001 study by the National Training and Information Center, titled *Slash and Burn Financing: A Study of CitiFinancial's Recent Lending in Chicago,* found that borrowers with good credit ratings were given loans at interest rates averaging 17.56%, while the industry averages for such borrowers was 9%.[8] The interest rates for these borrowers exceeded the interest rates for borrowers with very poor credit ratings by nearly 5%. This explosion in subprime lending has essentially destroyed prime lending opportunities for many minority borrowers who could qualify for prime loans. The number of foreclosures in low-income and minority communities has skyrocketed, stripping these neighborhoods of valuable equity.

EDUCATION AND RACE

In Illinois, blacks and Latinos had the highest high school drop-out rates among all racial groups, particularly in the Chicago metropolitan area, where most live. In 2000-01, drop-out rates in the state were 12.9% for blacks and 10.4% for Latinos, compared to less than 4% for whites.[9] Among Latino youth between the ages of 16 and 24 in the Chicago Metropolitan area, 35% are drop-outs (this includes those who dropped out before coming to the U.S.), compared to 18% for blacks and 5% for whites.[10] Data from the Illinois School Report Card also indicates significant racial disparities in test scores and other measures of academic progress.[11]

In some instances, institutional policies and practices make the educational mission more difficult. Some Chicago area high schools underestimate the dropout rate by labeling many drop-outs as "transfers," thereby making the problem less visible. "High stakes" standardized tests are used to evaluate failing schools and close them, creating an incentive for school administrators to push out low scorers. Some schools drop students with poor attendance from their enrollments and then refuse to reenroll them. Pregnant and parenting students have been un-enrolled because of absences related to their pregnancy or sick children, even though Title IX of the 1972 Education Amendment prohibits discrimination on the basis of sex, marital, or parental status. In Chicago, in particular, a debate has persisted for more than two decades over magnet schools: what is their proper mission, where they should be located, and who should attend them.

OTHER FIELDS: HEALTH AND INCARCERATION

In addition to the areas discussed above, significant racial disparities exist in health outcomes (discussed in the CMAP health report) and incarceration (discussed in the CMAP public safety report).

Whatever the reasons for racial disparities – they are rooted in a combination of history, institutional policy, aspirational differences and resources – their perpetuation makes human relations more difficult:

- Economic disparity contributes to a segmented housing market that tends to separate economically different people along racial lines;

- Disparity so highly correlated with race reinforces racial prejudices and stereotypes;

- The association of economic condition with race and with crime leads to the association of race and crime;

- Equality of aspiration and status is made more difficult when blacks and Latinos are on average less well-educated than whites and Asian Americans.

Thus a key element in improving human relations in the region is finding ways to reduce disparity in outcomes across racial lines. Disparities exist among other social groupings as well, but the problem is less socially divisive.

GENDER

Until recent decades, women occupied an economic status similar to that of racial minorities, excluded from most lucrative occupations by both education and opportunity. However, since the 1980s, women have achieved equality in many occupations and, in many contexts, have surpassed men educationally. However, evidence suggests a "glass ceiling" continues to exist in some fields. Women are, for instance, hugely underrepresented among corporate executives, much of the financial industry, law partners, and political leadership. To some extent, these disparities are a result of the educational pipeline and that many in the upper occupational echelons began their ascents during earlier generations when discrimination was still highly prevalent. Debate continues as to the extent to which time taken to raise children inhibits promotion to the highest levels and the extent of discrimination that may continue to operate against women in many occupations.

AGE

When most people retire, their incomes fall significantly, so older, retired people generally have fewer financial resources than younger, working people. While this is to be expected, it creates social problems to the extent that a senior is less able or unable to care for him/herself, or loses important social contacts because of lack of resources. Older persons are also much greater consumers of health care than the average younger person.

DISABILITIES

Recent analysis of census data by Rob Paral and Associates indicates that across the Chicago area, persons who have disabilities have lower incomes than persons who do not.[12] Some of this difference is a result of lower levels of education and inability to perform many jobs as competitively as a fully able person can. While many disabled persons perform well in the workplace, supports are sometimes needed, leading employers to fear added complexity, or to infer lack of competence, resulting in a tendency not to hire them. Some is a result of prejudice against the disabled.

Learning disabilities slow educational growth, leading to disparity in educational achievement, which in turn impacts economic opportunity. Because of work disincentives, employment discrimination and lack of educational opportunities, more than 70% of people with disabilities in Illinois are not working and depend upon benefits, often receiving Social Security Insurance (SSI) and earning an average of $650 per month. This poverty has resulted in tremendous need for affordable housing which people with disabilities face alongside millions of other Americans.[13]

The nation has made remarkable progress since the passage of the Americans with Disabilities Act, which has stimulated far greater equality of access than existed in the centuries before. To the extent that we are able to reduce economic and educational disparities, quality of life will be enhanced for disabled persons and the region will have more productive residents.

CURRENT REMEDIES

While more needs to be done to reduce these disparities to acceptable levels, it is also true that much has been done. School desegregation programs and most of the activity under Chicago school reform were aimed at improving minority educational performance. Affirmative action programs around employment and contracting have the dual purpose of remediating and preventing discrimination but are also a tool for economic opportunity. Until some regression in recent Workforce Investment Act priorities, most workforce development programs in Chicago primarily served minority clients. While underutilized thus far, government incentives exist for growing workforce participation among the disabled.

Unequal Opportunity (Discrimination)

To a significant degree, the disparities noted above are the legacy of discrimination and a lack of access to opportunity that characterized previous generations. But unlike the racism and sexism of yesterday, which was characterized by legal segregation and blatant discrimination, modern inequality often occurs invisibly, unconsciously and unintentionally. In part because of a series of U.S. Supreme Court decisions over the past two decades, conventional civil rights legal strategies such as school integration efforts and affirmative action are now less promising. But evidence indicates that discriminatory behavior and practices continue to exist, particularly around race:

- Substantial discrimination exists in low-income workplaces. A recurring theme of the low-wage economy is employers refusing to hire African-Americans while hiring Latinos and exposing them to dangerous and exploitative working conditions.

- While Chicago's fair housing community has been extremely active since the passage of the Fair Housing Act, Chicago remains one of the most segregated cities in the United States. The reasons are numerous – discrimination by housing providers, shortage of affordable housing, lack of consumer education, redlining, and predatory practices.

- Fair and equal access to housing remains an illusion for many families of color in Chicago, who encounter discrimination in housing transactions, whether rental, purchase, lending or insurance, as documented by tester studies. The ability to freely choose where to live is fundamental to personal and economic liberty and is the key to better schools, employment opportunities, and richer social interactions.

- Racial and income disparities continue to plague the mortgage market and limit credit access for many borrowers, with African-American and Latino applicants more likely to receive high cost, subprime loans than white borrowers. Such loans have been linked to high foreclosure rates.

EMPLOYMENT DISCRIMINATION

Test studies reveal the persistence of simple racial discrimination in many hiring decisions. Bertrand and Mullainathan found that when education and experience remain constant, resumes with white-sounding names resulted in 50% more callbacks than those with African-American names like Lakisha.[14] Indeed among white-named resumes, those with better educational and experiential credentials elicited 30% more call-backs than those with inferior credentials, while among black-named resumes, those with better credentials received no more call-backs than those with inferior credentials. The extent of this discrimination was found to be generally uniform across occupations and industries, and employers who described themselves as "Equal Opportunity Employer" were as likely to discriminate as others. A 2003 study by the Legal Assistance Foundation of Metropolitan Chicago and the Chicago Urban League found that when matched pairs of black and white women applied for jobs in person, whites received job offers 81% of the time, while blacks received offers 70% of the time.[15]

Even more striking, a recent study by Princeton University professors Devah Pager and Bruce Western found that "[W]hite men *with* prison records receive far more offers for entry-level jobs in New York City than black men with identical records, *and are offered jobs just as often - if not more so - than black men who have never been arrested*".[16] The Princeton study also found that black men who had never been in trouble with the law were about half as likely as whites with similar backgrounds to get a job offer or a callback. Similar results were reported in a 2003 study in Milwaukee by Devah Pager, where black men *without* criminal records were called back only 14% of the time, while *whites* with criminal records were called back 17% of the time.[17]

Substantial discrimination exists in low-income workplaces when employers who refuse to hire African-Americans hire Latinos and then expose these workers to dangerous and exploitative working conditions. The problems of race discrimination and sweatshop conditions are thus linked. Poor working conditions can be exacerbated by outsourcing of employment to temporary agencies. It is well documented that major employers outsource to lower labor costs, such as by using temporary workers to avoid obligations under labor agreements, or tacitly abiding illegal wage practices by temporary agencies. Less well known is that the same major employers frequently outsource to facilitate blatantly discriminatory hiring practices, perhaps believing incorrectly that they are shielded from liability by their use of a labor contractor. It is illegal to consider race or gender in most hiring decisions, but employers and temporary agencies have often escaped responsibility for illegal hiring by such arrangements. Worse, the job steering results in workforces in which all employees in a job position are of a single race or gender, making it impossible for them to argue later that any adverse treatment is based on race or gender.

Very few low-wage workers attempting to redress employment discrimination have the opportunity to present their cases to a jury. They are often unable to find legal representation because the potential court award is insufficient to pay for an attorney's time. The Chicago metropolitan area suffers from a lack of resources to address this very large unmet need. Other than one lawyer at the Legal Assistance Foundation of Chicago and one organization that handles a limited number of disability discrimination claims, the Chicago Lawyers' Committee is the only legal services office in the metropolitan area providing pro bono help to plaintiffs who have suffered employment discrimination. Typically in these cases, a worker is trying to keep his or her current job, obtain a new one or leave employment with fair compensation. The plaintiff has lost her job and has been unable to find a new job because her prospective employers have called her former employer and have learned that the worker was fired. Usually, she has also lost her health insurance and run out of income, and thus has often lost or is about to lose her housing.

HOUSING DISCRIMINATION
Rental
A recent HUD study on rental discrimination, *Discrimination in Metropolitan Housing Markets: National Results from Phase I HDS 2000* (*HDS 2000*), reports that while discrimination in the rental and sales market has declined over the past decade, African-Americans and Latinos still face unacceptable levels of discrimination when searching for housing.[18] Nationally, rental agents discriminated against 25.7% of Latino renters and 21.6% of African-American renters. Even though *HDS 2000* documented that discrimination against African-American renters in Chicago is generally below national averages, whites were still favored over African-Americans in costs and agent encouragement. *HDS 2000* also found that Latinos in Chicago confronted rental discrimination in 32.3% of the tests conducted.

A 2002 testing project funded by the federal Department of Housing and Urban Development (HUD), undertaken by Latinos United and Interfaith Housing Center of the

Northern Suburbs, similarly found probable cause of discrimination against Latinos in 28% of random rental investigations and in more than 21% of investigations in response to specific complaints of potential discrimination.

Sales/Financing
According to the National Fair Housing Alliance's (NFHA) report, *Unequal Opportunity-Perpetuating Housing Segregation in America (April 2006)*, discrimination against both African-American and Latino homebuyers persists at high levels.[19] In a three-year study based on 145 matched paired sales tests, some of which were conducted in Cook and DuPage counties, NFHA discovered evidence of steering by realtors based on national origin or race in 87% of the tests. Additionally, in 20% of the tests, realtors denied any service or offered limited service to African-American and Latino testers. A report issued in March, 2006, by the Woodstock Institute, titled *Key Trends in Chicago Area Mortgage Lending: Analysis of Data From the 2004 Chicago Area Community Lending Fact Book*, found that racial and income disparities continue to plague the mortgage market and limit credit access for many borrowers.[20] African-American applicants were more likely to receive high-cost loans than white borrowers, with 40% of the conventional mortgages to African-Americans and 20% to Latinos being high-cost, as compared to only 10% for white borrowers. The report also indicated that in census tracts that are 80% or greater minority, nearly 38% of conventional mortgages were high-cost, which is more than double the regional average of 16% high cost loans. In census tracts with less than 10% minority, less than 9% of conventional loans were high cost. Finally, according to the National Urban League's The *State of Black America 2004: The Complexity of Black Progress,* the gap in homeownership rates between whites and African-Americans is 27.2 percentage points.[21]

Research on mortgage lending and insurance confirms that these problems continue to plague minority home seekers in the Chicago metropolitan area. In the area of mortgage lending, conventional lenders continue to avoid minority communities. 2004 Home Mortgage Disclosure Act data for the city of Chicago, as compiled by the Woodstock Institute in its *2004 Chicago Area and Illinois Community Lending Fact Book* (published in March 2006), demonstrates that minority applicants are much more likely than white applicants to be rejected for a mortgage loan.[22] For white applicants the denial rate was 13.9%, up from the 11.2% reported in 2003. For Hispanic applicants, the denial rate was almost twice that of whites, or 21.8%, up from 20.9% of a year before, and for African-American applicants, it was 30.3%, a slight increase from the 30.2% 2003 denial rate. Lack of credit opportunities for minority home purchasers is an impediment to fair housing, and lending and insurance discrimination contribute to the problem of low minority homeownership rates

Insurance
Despite national settlements resulting in the reform of certain discriminatory insurance underwriting practices, homeowners insurance remains difficult to obtain, particularly in immigrant neighborhoods. Testing by advocates confirms that even where coverage is available, minority homeowners in minority neighborhoods sometimes pay as much as 100% more for comparable insurance coverage than do white homeowners in white neighborhoods.[23]

According to a 2002 HUD report, _How Much Do We Know? Public Awareness of the Nation's Fair Housing Laws_, there is some association between awareness of the law, recognition of conduct perceived to contradict the law and willingness to respond to such conduct.[24] The report found, however, that public awareness of illegal housing practices varied widely, from 81% of those surveyed knowing that it is illegal to restrict home sales to white buyers, to only 38% correctly responding that it is illegal to treat families with children differently than families without children. Notably, in no category did all of the respondents correctly respond, regardless of whether the described illegal conduct dealt with race, ethnicity, religion, disability or familial status. In addition to continued education about basic fair housing laws, the study concluded that more needs to be done to raise the level of public knowledge about the complaint and enforcement process, to emphasize that it applies to the range of conduct that constitutes housing discrimination, and to encourage greater trust in the efficacy of the system.

EDUCATION DISCRIMINATION

Generations of systemic discrimination and neglect of blacks and minorities in the public schools have led to distrust and resentment of the system on the part of many minority children and their parents. In her book, "Schools Betrayed," Kathryn Neckerman provides historical evidence documenting why so many black youth and their parents have lost faith in public schools.[25] A century ago, when black children in most northern cities attended school with their white counterparts, problems such as low achievement and high dropout rates were not nearly as common as they are today. But as the black student population increased, city officials responded by instituting segregation between black and white children in the public schools. Poor, white immigrant children, who shared similar impoverished backgrounds as black children, received more and better educational resources. Neckerman documents how over the past 60 years black students in Chicago were denied the educational opportunities that their white counterparts received. According to Neckerman:

> "The roots of classroom alienation, antagonism and disorder can be found in school policy decisions made long before the problems of inner-city schools attracted public attention. ... These policies struck at the foundations of authority and engagement, making it much more difficult for inner-city teachers to gain student cooperation in learning. The district's history of segregation and inequality undermined the schools' legitimacy in the eyes of its black students; as a result, inner-city teachers struggled to gain cooperation from children and parents, who had little reason to trust the school."[26]

While debate continues regarding who benefits most from magnet schools and charters, little overt discrimination based on race continues in public education in the Chicago area. Chicago continues to operate under a consent decree likely to be concluded in the near future, but given that Chicago's enrollment is less than 10% white, it is hard to argue that minority children are subject to discrimination in the conventional sense of the term. Children still experience disparate treatment due to race, gender or disability in the schools

– the authors have observed it anecdotally – but it has not been systematically documented recently and is much less a result of policy than it once was. Because of the independence of school districts and their reliance on local property taxes, the wider problem is not so much that children in poorer districts, who happen to be disproportionately racial minority, are discriminated against in resource allocation, than that some benefit from the privilege of living in more affluent places.

DISABILITY DISCRIMINATION

Prejudice and unequal treatment against people with disabilities are pervasive and deeply engrained in our society and result in severely restricted opportunities in the areas of employment, health services, education and housing, among others. In 1975, the Urban Institute observed that "virtually all the studies on employer attitudes have found that large proportions of employers disfavor hiring disabled people. There are strong indications that these attitudes are in large part based on non-rational, negative feelings – prejudice, in other words."[27] In 1989, just prior to passage of the Americans with Disabilities Act, advocates and public officials agreed "[upon] the significant and often negative impact of public and employer attitudes toward persons with disabilities…. [These] attitudes persist, despite evidence that handicapped workers are productive, countless experiences with persons with disabilities who have made successful adjustments to work settings, and studies showing that most workplace accommodations involve little cost."[28] A 2000 Harris Poll found that nationally only 56% of persons with disabilities who were able to work were employed, compared to 81% of the rest of the population, suggesting that these prejudices endure.[29]

People with disabilities suffer discrimination in the area that they may most need – health care. In a 1991 article by M.G. Eisenberg and C.C. Saltz, titled "Quality of Life Among Spinal Cord Injured Persons: Long Term Rehabilitation Outcomes," the authors concluded that most people with disabilities are satisfied with the quality of their lives, and that after a period of adjustment, their life satisfaction is not significantly related to the degree of physical impairment.[30] Yet numerous studies from 1977 to 1994 indicate that health professionals routinely make decisions to withhold life saving treatments and surgeries from people with disabilities, such as spinal cord injuries or high level quadriplegia.[31] Indeed, a study in the 1980s found that two thirds of pediatric surgeons would not support life-sustaining surgery for a child with Down's syndrome.[32]

Educators systemically underestimate the potential of students with disabilities, thus depriving them of one of the most important avenues to access opportunities in our society. In a 1990 article by Marilynn J. Phillips, "Damaged Goods: Oral Narratives of the Experience of Disability in American Culture," students with disabilities reported being consistently steered into academic programs that neither match their demonstrated abilities nor prepare them for the world of work.[33] It therefore should not surprise us to learn that, according to a 2000 Harris poll, the percent of persons with disabilities who fail to complete high school is more than twice that of the rest of the population.[34]

People with disabilities also suffer extreme hardship when it comes to obtaining affordable housing. Because as a group they have been historically viewed as unfit or potentially dangerous to society, they have often been exposed to government imposed or tolerated restrictions as to where they can live. This segregation and isolation affects all aspects of life for the disabled, from education and transportation to recreation and employment, and most importantly, housing. Traditionally, the primary method for housing the disabled has been large warehouse-like state operated institutions and smaller institutions such as group homes.

The amendment to the Fair Housing Act in 1988 and the passage of Section 504 of the Rehab Act made for significant strides with respect to the provision of fair and accessible housing for the disabled. However, these legislative efforts require constant vigilance and litigation by public and private agencies to have real impact. Illinois is in the bottom ten states in the nation in terms of housing people with disabilities in institutions rather than community settings.

A variety of psychological and sociological mechanisms, including stereotyping, stigmatization, psychological discomfort and paternalism cause unimpaired persons to discriminate against people with disabilities.   A typical example of a negative stereotype of disabled people is the belief that people with disabilities display inordinate absenteeism, even though this stereotype has been thoroughly refuted by empirical data. While the existence of a disability is not wholly irrelevant to a person's capabilities, and may impose certain burdens on an individual's life activities, too many unimpaired persons imagine that the disability is the central life experience of the disabled person and influences his/her other mental and social abilities.

The psychological discomfort experienced by many who encounter disabled people is another contributor to prejudice against them. Such discomfort may have several explanations: the unimpaired person may not know the "correct way" of talking to or treating a disabled person; the disabled person may remind the unimpaired of approaching death; the unimpaired person may find the disability distasteful; or they may be afraid of the mentally disabled person. Whatever the source of the discomfort, those feelings lead to segregation and isolation of the disabled. A sociological study by Melvin L. Snyder, "Avoidance of the Handicapped: An Attributional Ambiguity Analysis," found that when unimpaired persons can disguise their motives, they tend to avoid interactions with persons with disabilities.[35] Subjects were given the choice of viewing one of two films with similar themes. Viewing one film required sitting next to someone visibly disabled, while viewing the other film required the viewer to sit next to someone with no apparent disability. Subjects routinely chose the film requiring them to sit next to the person not visibly disabled.

Paternalism may seem to be a more kindly response to the disabled, but in fact it is even more pernicious, because it is more difficult to combat. According to Harlan Hahn in "Disability and Rehabilitation Policy: Is Paternalistic Neglect Really Benign?", "Paternalism enables the dominant elements of a society to express profound and sincere sympathy for the members of a minority group while, at the same time, keeping them in a position of

social and economic subordination. It has allowed the nondisabled to act as the protectors, guides, leaders, role models, and intermediaries for disabled individuals who, like children, are often assumed to be helpless, dependent, asexual, economically unproductive, physically limited, emotionally immature, and acceptable only when they are unobtrusive."[36]

LGBT DISCRIMINATION

Although Illinois became the first state in the nation to legalize private, consensual, homosexual relations in 1961, and in spite of the proliferation of "gay neighborhoods" and gay-friendly venues in urban areas and resort towns across America, many neighborhoods and communities are still unpleasant or unsafe for lesbian, gay, bisexual or transgender (LGBT) people who decide to live their sexual orientation or identity openly. In many regions (Chicago is no exception), members of the LGBT community have to migrate from neighborhoods where attitudes are less tolerant and businesses do not cater to LGBT clientele, to areas where LGBT services and businesses abound, and attitudes are more tolerant. Only recently, the census has started to collect information on sexual orientation. Recent surveys show significant concentrations of same-sex couples in the Lakeview, Uptown, Edgewater and Rogers Park. Yet it is safe to assume that all neighborhoods and communities in the Chicago region include a significant number of more or less visible and/or organized LGBT citizens. Community groups have started to propose initiatives in neighborhoods across town offering housing, services and entertainment to LGBT people, especially youth. Yet to date, many Chicago region residents must choose between living their lives either discreetly in their neighborhoods or communities of origin, or openly in more diverse areas with a history of LGBT acceptance.

VOTING RIGHTS DISCRIMINATION

The issue of voting rights and opportunity for African-Americans and Latinos has been extensively litigated in Illinois, particularly in Chicago. The Voting Rights Act establishes that electoral arrangements, including redistricting plans that establish election districts, may not impede the opportunity for minority voters to participate fully in the political process and to elect candidates of their choice to office.

The mandate of the Voting Rights Act comes particularly into play where there is polarized voting: that is, where a minority group is sufficiently large and geographically compact to draw minority opportunity districts; is cohesive in its voting behavior to elect candidates of their choice and the majority white community votes sufficiently as a bloc to enable it to defeat the Latino and African-American communities' preferred candidates. Through both scholarly analysis and court opinion, it has been established that in the Chicago area, racially polarized voting exists, whether the study focuses on African-Americans or Latinos.[37]

While it took several decades to achieve, at the Chicago ward, state legislative, county board and U.S. Congressional levels, legislative district maps have districts with racial majorities in rough proportion to that of the white, black and Latino populations. These

districts have generally elected candidates of the same race as the majority populations of each district so that the various legislatures in turn have representation roughly equal to racial proportions in the voting age population. While no comprehensive study of racial representation in local government exists, it is likely that racial minorities are underrepresented in municipalities that elect at-large, rather than from municipalities with voting districts. With a new census in 2010 and anticipated population shifts throughout the region, the next round of redistricting for the region will have important consequences for the rights of minorities.

While not subject to the same sorts of protections as racial groups because they are not geographically segregated to the same degree, it is important to note that women, gays and the disabled are underrepresented in proportion to their presence in the population in elective bodies.

Social or Intergroup Relations (Group Segregation and Separation)

Do social barriers exist that prevent people from realizing their individual interests or cause our society to function less well than it might? Is the overall quality of life of the region impaired by physical or relational separation? To evaluate these questions we look at three particular issues: 1) segregation of groups, 2) group-based violence or hate crimes, and 3) social capital. In each of these three fields, Chicago clearly faces significant challenges, as it remains one of the most racially segregated places in the nation and, on at least one major study of social capital, it ranks below what might be expected.

GROUP SEGREGATION

One of the greatest challenges the region faces is the physical integration of members of different groups. Residential racial segregation is easily observed and statistically measured, thanks to the decennial census. Across the Chicago region, African-Americans and whites live almost completely separate from one another. While less separated than whites and blacks, Latinos on average live somewhat separately from whites and blacks. Less carefully documented is the separation of the older from the young and disabled from non-disabled.

Chicago remains one of the most segregated cities in the United States. The reasons are numerous – discrimination by housing providers, shortage of affordable housing, lack of consumer education, redlining and predatory practices. Data from the 2000 Census indicate that nearly 1.3 million Chicago residents live in one-race neighborhoods; racially-mixed communities in Chicago are the exception. While the region is becoming more diverse, it is not necessarily becoming less segregated. Although the African-American community continues to be the most highly segregated, the census reveals that the Latino community has gained the most population and is also segregated. In the metropolitan area, Latinos constitute the largest group of immigrants, growing by 42% from 1990 to 2000. According to the Northeastern Illinois Planning Commission, in the next 20 years, 75% of the population growth in the area will be minority residents, with the majority being Latino.[38] The influx of Latinos has already caused dramatic racial and ethnic change

in some neighborhoods, especially on the northwest and southwest sides of Chicago and in older suburbs to the west of the city. Experts expect these neighborhoods to return to a segregated state.

On a racial dissimilarity index scored from 0 (no separation) to 100 (total separation), Chicago has routinely scored around 90 in recent decades on black-white separation, and in the low 60s on white-Latino separation.[39] With the rapid increase in Latino population, particularly in the suburbs, and increasing presence of blacks in the suburbs, segregation scores have been slowly improving. Still, vigilant enforcement of the fair housing laws and enhanced public education are critical to sustaining these improvements.

In 2003, *Wallace v. CHA* was filed on behalf of current and former Chicago Housing Authority residents who were involuntarily displaced from public housing and segregated into high poverty, overwhelmingly African-American neighborhoods. Under the settlement agreement approved in 2005, CHA was to implement programs that assist interested class members (7,000) to move to "opportunity" areas. Even though every local community in the metro area has housing affordable under this program, discrimination by landlords against Housing Choice Voucher (HCV) holders is "disturbingly common."[40] Of the 34,594 families served by the HCV program as of 2007, only 35% of public housing relocatees were living in low-poverty neighborhoods.[41] The greatest number of families has moved into neighborhoods that are high poverty and not integrated.

Two common explanations for racial and ethnic residential segregation are in-group preferences to live with people similar to themselves and economic status. In a 2004-5 survey conducted by the University of Illinois' Chicago's Survey Research Laboratory, 789 randomly selected black, Latino and white adult householders in Cook County were asked to describe the racial and ethnic mix of their ideal neighborhood.[42] In general, all three groups reported similar commitments to live in racially diverse neighborhoods. While all three groups wanted their own group to be the largest in the ideal community, whites were the only group that wanted their racial group to be the majority (56%). Even so, that would be a vast improvement in diversity in a typical Chicago community.

The survey group was then asked: "What are the racial/ethnic characteristics of the communities in which <they>… have actually searched for a place to live?" Among whites, 45% searched only in majority white communities, 25% looked in both neighborhoods where they were the majority and where they were the minority, and only 4% searched in communities where any other group was in the majority. Among blacks, only 8% searched only in majority black communities, 20% searched exclusively in communities where blacks are the minority and 81% searched in both communities where they were a minority and a majority. Among Latinos, 35% searched exclusively in communities where another group was in the majority and 37% searched in both communities where they were a majority and in ones where they were a minority.
These results challenge the perception that racial and ethnic minorities wish to self-segregate by living in majority black or Latino communities.

Another commonly suggested reason for housing segregation is economic. With fewer financial resources, racial and ethnic minorities cannot afford to live in the same neighborhoods as whites. While the low representation of blacks among the upper-middle and upper classes contributes to the overall regional pattern of discrimination, noneconomic factors contribute more to residential segregation of blacks than they do for Latinos or Asians. The black experience is different from that of Latinos and Asians, as blacks earning $75,000 or more are likely to be as residentially segregated (69%) as those earning less than $20,000 (72%). In contrast, residential segregation among Latinos and Asians falls by approximately one-third when comparing those earning under $20,000 to those earning $75,000 or more.[43]

Another explanation for the perpetuation of racial segregation in the Chicago area may be what's referred to as "racial blind spots" in community knowledge. In an article titled "Racial Blind Spots: A Barrier to Integrated Communities in Chicago," Maria Krysan of the Institute of Government and Public Affairs at the University of Illinois at Chicago suggests there are substantial differences in the communities that people know about based on their race and ethnicity, that the racial/ethnic composition of a community shapes whether a person of different race/ethnicity knows about a given community, and that people are unlikely to move to a community they are unfamiliar with.[44]

In the SRL study referred to above, the survey group was presented with a list of communities – including those in and outside of the city, those with expensive and more moderately priced homes, those that were racially segregated and those that were integrated – and asked to identify those that they "don't know anything about." Among whites, more than one-third were unfamiliar with communities that are racially diverse or predominantly black. Blacks were less familiar than whites with communities that were both farther from the city and predominantly white. Latinos were more familiar than whites with Latino communities, as well as with predominantly black communities.

Krysan concludes that the level of knowledge of a community impacts where people end up living, since they are not likely to look in a neighborhood that they know nothing about. Further aggravating the lack of community knowledge is the common practice of racial/ethnic matching of clients and real estate agents.

Krysan advocates more thorough enforcement of the 1968 Fair Housing Act, particularly of the part that obligates HUD to create programs that help break down barriers to racial residential integration. Such programs would involve educating residents about the variety of housing options available through affirmative marketing. The Oak Park Regional Housing Center has such a model.

Elderly
Segregation of the elderly can take place in at least two ways. First, as seniors age and children leave the home not to return, the elderly can become isolated in their own homes. Second, seniors are inherently segregated when they choose to live in retirement homes built for that express purpose. Older persons vary in their preferences – some preferring to remain in their homes, others to live in separate facilities. In both cases, quality of life and

human relational questions are raised. These include the extent to which it is important for younger people to be exposed on an ongoing basis to people from different age cohorts and capabilities, and whether younger people have any social obligation to care for or assist their elders who may need their assistance. As the population becomes older on average, urban planners have become increasingly conscious of the need to build residential communities suitable for persons with limited mobility.

Recent studies indicate that, while less segregated than different racial groups, seniors tend to some degree to live separately from those who are younger. Cowgill found that nationally, from 1940 to 1970, senior segregation increased from an index score of 14.1 to 23.1.[45] Tierney's analysis of Chicago found that from 1970 to 1980 segregation of persons 65 and above increased from a score of 25.5 to 27.8 and persons over 75 from 25.9 to 29.5.[46] Surveys from the 1980s suggest that most seniors prefer not to be segregated from younger people. Sherman, Ward and Lagory found 25% preferring a segregated living environment[47], while Daum found 43% favored it.[48]

Probably the most difficult problem is the social isolation resulting from the almost inevitable loss of a spouse for seniors who are married. Metro Chicago Information Center (MCIC) and the Buehler Center on Aging found that between the age of 64 and 75, the odds that a person is living with their spouse decrease from 52% to 31%.[49]

Disabled
The segregation of the disabled has long been a contentious question. For many years, institutional homes were favored by government for low-income persons with significant developmental disabilities for whom the state provided support, and often by more affluent families who were unable or unwilling to care for them sufficiently at home. More recently, a U.S. Supreme Court case has forced states to place the disabled in their care in the least restrictive residential environments that they can, often in community living settings. Illinois has lagged behind most of the rest of the nation in moving its disabled population from institutional to community residence. Several related lawsuits continue in Illinois and advocacy groups continue to press state government to move people with disabilities out of institutions.

The question of mainstreaming versus separate special education for children in schools has also been contended extensively over the past 30 years with litigants and advocates arguing the relative costs and benefits to both the special education student and mainstream students.

Immigrants
Since the late 19th century, Chicago has been characterized by ever-changing flows of immigrants who have defined its neighborhoods and produced many of its social fault lines. Today's Chicago immigrant community consists of a wide variety of people with widely variant life experiences. Immigrants entering legally include family reunifications and persons utilizing economic or educational preferences. These persons tend to be economically stable. But much less well-off are refugees (who enter legally) and undocumented immigrants – who are among the region's poorest residents. The growing

presence of the undocumented has stimulated vigorous debate, particularly in some suburbs, regarding whether or not to accept the undocumented as residents.

HATE CRIMES

Too often the combination of lack of resources, group separation, history and discrimination contributes to violence. The Illinois Hate Crime Act protects populations targeted for crime based upon their actual or perceived race, gender, ethnicity, sexual orientation, religion and disability. The Chicago Police Department investigates up to 200 hate crimes each year. Departments in the surrounding area also conduct numerous investigations of these crimes. Thirty-nine percent of the hate crimes reported to Chicago police in 2006 were based on race, predominantly African-American; 36% were motivated by perceived sexual orientation; 14% were based on ethnic origin, primarily anti-Latino; and 11% were motivated by religion.[50]

Victims infrequently report bias violence or report them only to community or advocacy groups, so these statistics are artificially low. Immigrants, in particular, fail to report hate crime because of distrust of law enforcement officials and language or cultural barriers. Bias violence incidents also are under-recorded by law enforcement. At least six studies reveal that 70% to 90% of hate crimes are not recorded by the police due to ignorance, prejudice, denial, the lack of a system of review and investigation in police departments, and poor or nonexistent training. One scholar has noted that hate crimes provide police with greater discretion in the charging decision than in other crimes and present a disincentive to charge because doing so can hurt the city's image by making it appear intolerant.[51]

Many political and cultural factors help to create an environment that fosters bias-motivated crimes, including the wars in the Middle East. Backlash hate crimes happen in response to groups asserting their rights, especially gays and lesbians regarding marriage and Latinos and other immigrants regarding their rights in general.

Fear and alienation may play the most significant role in America's persistent problem with hate violence.[52] Criminologists Jack Levin, Jack McDevitt and Susan Bennett have updated their analysis of offender typology, identifying four specific profiles:[53]

- **Defensive offenders** feel threatened and feel they need to protect their resources;

- **Retaliatory offenders** seek to avenge a perceived degradation or assault on their group;

- **Thrill-seeking offenders**, those engaging in hate crimes for excitement and power, often act in a predatory group or "mob," and often seek out areas frequented by targeted groups. Impulsive behavior that would be considered unacceptable by each individual becomes acceptable to them as a group.[54] The higher visibility of some gay men today allows them to be more easily targeted for battery by this

offender type; these offenders commonly commit acts of desecration and vandalism as well;

- **Mission offenders**: The rarest types of offender, they fall into two categories: members of hate groups and those suffering mental illness, who may believe they are directed by God or a hallucination. Hate crimes committed by these offenders are the most violent and often end with the offender's suicide.

Hate crimes cause all members of the targeted groups to suffer injury and intimidation. Wearing a "white power" tattoo and telling African-American children that they don't belong in a town terrorizes not just the victims but all African-Americans. Bombing a Muslim family's van hurts all Arabs, Muslims and immigrants. When a man yells anti-gay epithets at and threatens harm to the gay man next door, a message of hate is sent to all gays and lesbians.[55] Hate crimes also heighten tension between races, ethnic groups and religions.[56] These crimes create an increased risk of escalating future attacks, in the form of both copy-cat crimes and retaliatory violence.

The trauma experienced by hate crime victims is compounded because they have been victims of violence as well as targets for discrimination. These victims suffer more severe and prolonged bouts of depression, stress, and anger than victims of non-hate crimes and continue to have these symptoms for as long as five years after their victimization, whereas crime-related psychological symptoms decline significantly among victims of non-bias crimes within two years.[57] Hate crimes are twice as likely to cause injury and four times as likely to involve hospitalization as are assaults in general, because they often involve groups of assailants using weapons of opportunity such as bricks, bottles and baseball bats. Such weapons are more likely to disfigure and be used to strike multiple blows.[58]

Gay and lesbian youth also experience a high degree of discrimination, harassment and abuse during high school, which often leads to high rates of school absenteeism. A 1999 survey conducted by the Gay, Lesbian and Straight Education Network (GLSEN) found that of 496 lesbian, gay, bisexual and transgendered students surveyed from 32 states, more than 90% said they sometimes or frequently heard homophobic remarks at their schools.[59] One-third of gay and lesbian students reported homophobic comments from faculty and school staff; more than one-third of youth indicated that no third party ever intervened when homophobic remarks were made at school; of those who intervened, more than 82% were other students, while only 66.5% were faculty.

In the same study, more than 61% of LGBT students reported verbal harassment, 46.5% reported sexual harassment, 27.6% reported physical harassment (shoving, hitting) and 13.7% reported physical assault (beaten, punched, kicked). A Massachusetts study on youth in *Pediatrics* reports that among self-identified gay teens, more than 25% said they had recently missed school over fear for their safety, while only 5% of heterosexual teens had missed school for the same reason.[60] Likewise, more than 33 % of the sampled gay and lesbian students reported having attempted suicide, compared to 9.9% of heterosexual teens.

SOCIAL CAPITAL

An important component of equity and inclusion is the concept of social capital; that is, strong social interactions between people of all backgrounds which facilitate the sharing of information regarding job openings and housing/apartment availability, familiarity with diverse neighborhoods and their resources, access to quality schools, the development of political alliances around a variety of issues, and a host of other opportunities. The level of housing, school and church segregation, language barriers, fear of crime, suburbanization, unfair land use policies, money and class stratifications all lead to compartmentalization of our lives that limits our interaction with others, sometimes regardless of race.

In the 2006 Social Capital Community Benchmark Survey by the Saguaro Seminar, the Chicago metropolitan region did not fare well in a comparison of communities surveyed nationally across the dimensions of social capital (expressed in Community Quotients).[61] The study calculated standardized scores on various dimensions of social capital, controlling for a place's urbanicity, ethnicity, levels of education and age distribution. A score of 100 represents what would be expected given a place's composition. The standard deviation is 15, equating, for instance, to 100 points on an SAT test. Chicago scored as follows:

Social trust	81	Informal socializing	95
Interracial trust	86	Diversity of friendships	90
Conventional politics	89	Giving and volunteering	85
Protest politics	100	Faith-based engagement	99
Civic leadership	92	Social capital equality	94
Associational involvement	93		

Only in the area of participation in protest politics and faith-based engagement did Chicago score as well as would have been expected. It scores particularly poorly in social trust, interracial trust and giving and volunteering.

African-Americans and whites in particular vary on average in their perceptions of racial conditions in Chicago. A 1993 study by the Metro Chicago Information Center (MCIC) and the Chicago Sun-Times, titled "The Great Divide: Racial Attitudes in Chicago," uncovered numerous differences on significant matters.[62] To cite only a few:

- 78% of blacks but only 32% of whites felt there was a great deal or fairly much discrimination against blacks in hiring;

- 72% of blacks but only 35% of whites and 38% of Latinos believed that Chicago is one of the most racist cities in America;

- 54% of blacks felt they were comfortable dealing with people of another race, but only 36% of whites felt that way.

Given the levels of conflict and change the region has experienced over the decades – from residential and school desegregation, numerous waves of integration, and contentious racial politics – it is perhaps not surprising that people across the region tend to relate less well than they do in other parts of the nation. Therefore, a high priority for the region should be to improve the quality of human relationships, enhancing the quality of life to residents.

Toward a new vision

The Advisory Committee adopts the view that the region will be strengthened by taking an active approach to equity. The advisory committee wholeheartedly adopted the view that the benefits and burdens caused by regional investments and policies needed to be distributed to all parts of the region and that these benefits and burdens must be shared between groups of people regardless of race, gender, income, age, ethnicity, culture, religious beliefs, sexual orientation, or disability status. All residents must have equal opportunity to access the region's economic, educational, housing and other assets.

In accomplishing our goal of achieving equity and inclusion for the diverse populations of our region, we must be continually cognizant of the fact that diversity is not the same as equity and inclusion. There are many barriers to the type of equitable and inclusive society we seek, including attitudinal constructs and policy approaches that reinforce inequities and perpetuate exclusion.

The challenge of achieving this goal in the context of the inequalities that are part of the fabric of our current existence is daunting. Providing equal resources to disparate communities, while it would be an immense improvement of the present situation, is unlikely to lead to equal outcomes. There are communities that because of generations of neglect will need far more resources than others if they are to operate on an equal footing. The effort to achieve equity and inclusion for the diverse populations of the region must expansively address the root causes of inequity and exclusion in the areas of employment, education, fair and affordable housing, voting rights, wealth and economic disparities, inter-group relations, and our sense of ourselves as part of a global community.

The root causes of inequity and exclusion go beyond ad hoc decisions and include the cumulative impact of generations of racism and prejudice; the lack of commitment to equity, parity and inclusion by power brokers/decision makers; and the development of policy and patterns of action without the involvement of stakeholders and/or those impacted by the policies.

It follows that a comprehensive strategy to promote equity and inclusion must be one that encompasses changing attitudes through education about cultural differences; the enforcement of laws designed to encourage equal opportunity; and enlightened policy approaches that make planning for inclusion part of the norm of policy development.

That success must be measured by our impact on a set of indicators that monitor the progress that minorities and other targeted groups are making in gaining access to opportunity and inclusion in the benefits of living in the region.

Chapter Two
A NEW VISION FOR HUMAN RELATIONS

The following vision statement for the direction of human relations was developed, consistent with the GO TO 2040 Regional Vision for Metropolitan Chicago:

- We will have broken all the barriers of segregation, from racial, social, economic, political or any other barrier imaginable. They will no longer exist in our region.

- The region will be strengthened by taking an active approach to equity.

- The benefits and burdens caused by the region's investments and policies will be fairly distributed to all parts of the region and will be shared between groups of people, regardless of age, gender, income, race, ethnicity, culture, religious beliefs, sexual orientation or disability status.

- All residents will have the opportunity to access the region's economic, educational, housing and other assets.

- The region will have diverse housing, transportation and recreation choices, and its residents will have equitable access to economic, employment, educational, health care, housing and other regional assets.

- The diversity of the region's many cultures will be celebrated as one of our strengths.

- The region will support housing that provides all residents with access to quality education, jobs, health care, cultural and social amenities, and transportation, allowing communities and businesses to attract and retain critical workers.

- Because most housing is provided by the private market, policies and programs will ensure that the private market is able to provide a full range of housing options. When the private market cannot meet the needs of all households, public programs will support housing that provides access to opportunity for all of the region's residents.

- Investments in the region's human capital will occur through workforce development programs or other training that prepares students and workers to excel in the diversified jobs of the future.

- While celebrating the diversity of our municipalities, the region will plan collaboratively for mutual benefit to promote efficiency and equity in planning our region's economic, environmental, social, education and infrastructure system.

- Planning processes will encourage, respect, and incorporate contributions from people of all backgrounds, ethnicities, cultures and ages.

Chapter Three
RECOMMENDATIONS

In the first section of this report, we separated the field of human relationships into three categories: equal outcomes, equal opportunity and quality of human interactions. For the most part, equality of outcomes is attained through the effective operation of schools, employment opportunities, health care programs and other social functions discussed in other CMAP policy papers. Equal opportunity is both a cause and a result of society's "capacity," but also of legal enforcement and public attitudes. The quality of human relations is dependent upon results in these two areas: social structural factors and private attitudes.

Because much of what is involved with equality of outcomes, and to some degree opportunity, is dealt with in other CMAP papers, recommendations in this paper focus more on elements like conflict resolution, private understandings and human interactions. The recommendations listed here are, for the most part, new programs. We assume and endorse the continued operation of institutions like the courts system and existing human rights commissions that continue to be essential to the work of improving human relations.

The recommendations fall in five major categories:

- INSTITUTIONALIZATION OF EQUITY EFFORTS: By 2010, begin to institutionalize a cohesive framework for ongoing efforts to advance racial equity, inclusion, and cohesion in the Chicago region, including Racial Equity Impact Assessments. This involves race conscious equity based planning, policy making, and budgetary decisions across issues, communities, and geographic areas.

  This draws on research by Terry Keleher, Midwest director, Applied Research Center. His report, "Model Policies and Best Practices for Advancing Racial Equity, Social Inclusion and Race Relations," was adopted by the human relations advisory committee. If adopted and implemented, these policies and practices could transform the region into a national leader in racial equity and race relations. Between 2011 and 2040, this process would be appropriately monitored and assessed based on designated indicators, with annually updated strategies when necessary.

- HUMAN RELATIONS COMMISSIONS: By 2010, begin to develop human relations commissions in each county in the metropolitan region. This objective involves securing sufficient public funding and creating a public climate where the county commissions will have the enforcement power and resources to address human relations issues and respond to opportunities to mediate local group conflict. Between 2011 and 2040, this process will be appropriately monitored and assessed based on designated indicators, with annually adjusted strategies where necessary.

- EDUCATION: By 2010, begin to work to see that every school provides a multi-cultural, developmentally appropriate school curriculum with a required course on human relations. This objective involves parents, students and educators in human relations training, in understanding the social and political histories of diverse groups, and in awareness of workplace rights and responsibilities. Between 2011 and 2040, this process will be monitored and assessed based on designated indicators, with annually adjusted strategies where necessary.

- CONFLICT RESOLUTION GROUPS: By 2010, begin to develop a community-based network of neighborhood/grassroots conflict resolution groups. This objective involves educating local communities on how to deal with conflicts via conflict resolution, to resolve human relations issues in a less formal and less confrontational context. Between 2011 and 2040, this process will be monitored and assessed based on designated indicators, with annually adjusted strategies where necessary.

- SOCIAL CAPITAL: By 2010, begin to promote efforts to increase social interactions between people of all different backgrounds. This objective involves bringing people of different backgrounds together in a variety of settings and potentially involves functions such as voting, education, employment, housing, and other neighborhood activities. Between 2011 and 2040, this process will be monitored and assessed based on designated indicators, with annually adjusted strategies where necessary.

Institutionalization of Equity Efforts

RECOMMENDATION ONE

Institutionalize effective and ongoing efforts to advance equity, inclusion and cohesion.

This involves race conscious, equity-based planning, policy making and budgetary decisions across issues, communities and geographic areas. It would also involve establishing active and ongoing community education and communication programs on race and social justice issues for all sectors of the communities, including within and across public entities and between government and the public. If adopted and implemented these policies and practices could transform the region into a national leader in racial equity and race relations.

RECOMMENDATION TWO

Adopt an Equity Mandate for public entities at all levels to eliminate racial and other forms of discrimination and inequities, promote equity and inclusion, and foster good relations across all groups.

This would mean that at all levels, officials would make it their duty to eliminate racial and other forms of discrimination and inequities and to promote equity and inclusion.

RECOMMENDATION THREE

Require public entities to produce and publish race and social justice strategic plans that identify clear objectives and cohesive plans, action steps and timelines for fulfilling the Equity Mandate, with ample opportunity for public participation and input from diverse sectors of the community, especially those most affected by discrimination and social injustice.

RECOMMENDATION FOUR

Institute systems for regional equity and inclusionary planning to foster coordinated and cohesive strategic planning.

> Across communities and regions, plans would address designated social groups on the basis of race, ethnicity, religion, national origin, gender, age, disability, family status, immigrant status, sexual orientation or other differentiating characteristics.

RECOMMENDATION FIVE

Require human relations impact assessments for proposed policies, community development plans and budgets in order to maximize opportunities to advance equity and to anticipate and prevent adverse impacts.

> These assessments would prompt a conscious and careful examination of the likely impacts of a particular policy or proposal on racial, ethnic and other minority groups in order to minimize disparities and foster racial and minority equity and inclusion.

RECOMMENDATION SIX

Support community engagement, capacity-building, cross-racial partnerships and alliances among different groups to advance equity.

> This would involve encouraging public participation, supporting community initiatives to advance equity and supporting cross-cultural collaboration.

RECOMMENDATION SEVEN

Require comprehensive data collection that can easily be disaggregated by race and other characteristics in order to monitor and evaluate progress and inform future strategies to eliminate disparities.

> This comprehensive data collection system would include data collection, analysis and reporting for all designated social groups, as well as ongoing monitoring, evaluation and recommended strategies to ensure equity and justice for all groups.

Discussion

Deep patterns of racial and other minority disparities and divisions persist in both the Chicago region and across U.S. society. Unlike the racism of yesterday, which was characterized by legal segregation and blatant discrimination, modern racial and other

minority group discrimination often occurs unconsciously and sometimes unintentionally. In his book, "More Than Just Race," William Julius Wilson argues that seemingly neutral policies like the placement of highways, supposedly academic school tracking, purportedly sound fiscal policy decisions by banks that prevent them from investing in poor neighborhoods (redlining), racial profiling by police that is supposedly related to public safety, all have a decidedly greater negative impact on blacks than on the rest of society.[63] Such structural forces have the effect of maintaining and reinforcing the poverty, discrimination and segregation that began with slavery and evolved into Jim Crow and segregation laws.

Wilson goes on to say that "political actions that have an impact on racial group outcomes, even though they are not explicitly designed or publicly discussed as matters involving race, as well as impersonal economic forces that reinforce long-standing forms of racial inequality" indirectly contribute to racial exclusion and inequities.

The principles of equity and inclusion must be paramount in the policy proposals <u>and</u> the policymaking process. Many facially (and seemingly racially) neutral policies have adverse racial and minority impacts. An emerging field of knowledge in the area of implicit bias reveals that when we are conscious of bias, we are more able to reduce bias. This challenges the notion of colorblindness, which posits that racism can be solved by simply ignoring racial differences and racial inequality.

The United Kingdom offers a model for such an approach embodied in our stated strategies and demonstrates that when racial inequality is consciously and proactively addressed in the process of public planning, policymaking, budgeting and other actions, racial disparities can be reduced, eliminated and prevented. (For more details on the United Kingdom initiatives and successful approaches elsewhere in the U.S., see Appendix: The Successes of Other Government Initiatives.)

Such initiatives recognize the link between racial equity and social justice. They recognize the connectedness of racial equity, racial inclusion and race relations. They should be addressed together with full participation of all groups, especially those stakeholders who are most disadvantaged (predominantly people of color, women and low-income people). These initiatives address root causes of inequalities in order to arrive at systemic solutions.

Opportunities

The election of President Obama, the tone he has set, and to some degree the issues he has raised may provide the opportunity to begin a new conversation on race and disparities that needs to be had in the Chicago metropolitan area. In his election campaign, the President was able to bring together the acolytes of culture and structure to view race through a more nuanced prism that ultimately led to his election. Chicagoans can use such a model, as well as those of the UK; King County, Washington; Seattle, Washington; St. Paul, Minnesota; Iowa, Connecticut, Minnesota, Illinois and Wisconsin; the Bay Area of California; and the Congress' 2008 Justice Integrity Act to mobilize their communities, policy makers,

and legislators to develop the framework for advancing racial equity and social justice as described in Recommendation One.

Human Relations Commissions

RECOMMENDATION EIGHT

Develop human relations commissions in each county in the metropolitan region, with the enforcement power and resources to address human relations issues and respond to opportunities to mediate local group conflict.

Strategies

- Meet with members and staff of existing human relations commissions to consider their views on the present status of services offered, program strengths and additional service needs.

- Involve members and staff of human relations commissions in an evaluation plan and process that includes the examination of different program structures, variety of services offered, service needs not being met, specific successes and failures, funding needs and funding sources.

- Identify human relation commission models that meet the needs of their constituents on a county-wide level.

- Determine categories of issues properly addressed at county and federal levels respectively.

- Develop a committee of prominent and representative individuals to identify and develop funding sources for needed services.

- Link human relations commissions' proposals for funding with potential funding sources.

- Monitor progress of existing and emerging human relations commissions in each county.

Discussion

Human relations commissions have the potential to play an important role in enforcing laws that promote equity and inclusion, particularly in the areas of employment, fair housing and individual relations. While it is important that the lines of authority between federal, state and local agencies be clear, there is an important role for county-based human relations commissions with the authority to impose sanctions for actions that violate human/civil rights of others. Two important functions of such commissions are to underscore the importance the community places on sanctioning behavior that is xenophobic and to provide an outlet for communities to interact with one another as a means of changing attitudes.

The changing demographics of the counties suggest that the need for human relations commissions will increase as the counties become more diverse. The statistics suggest that hate crimes are more likely to strike in areas undergoing demographic change. While Chicago has a structure to record and respond to a variety of hate-motivated events and discrimination, some suburban leaders are unwilling to acknowledge the problem, and police departments are not always vigilant about reporting these crimes. Some suburbs and satellite cities, including Evanston, Skokie, Oak Park and Aurora, already have human relations commissions, indicating recognition that they need a vehicle to deal with conflicts related to human diversity.

Challenges

Many of the existing community relations commissions are seriously under-funded and others lack the authority or ability to address problems that might come to their attention. In many instances, counties may not consider human relations commissions, or the issues they address, as a priority. Others may raise the concern that adding additional agencies with the power to sanction local businesses or landlords may create economic problems, or further inflame tensions in the community.

Opportunities

To address these barriers, it is important to clarify the issues to be addressed at the county level and determine whether some issues are better left to a federal agency, such as the U.S. Equal Employment Opportunity Commission. Early intervention on individual matters on the county level may encourage early compliance by offering less severe sanctions if issues are resolved before they reach a level of severity that requires federal intervention. Similarly, the ongoing existence of such a commission provides the county with the ability to mediate local group conflicts in ways that allow all groups to feel included as part of the solution to problems arising within diverse communities.

The Chicago Commission on Human Relations (CCHR), for example, is charged with enforcing the Chicago Human Rights Ordinance and the Chicago Fair Housing Ordinance. The Commission investigates complaints to determine whether discrimination may have occurred and uses its enforcement powers to punish acts of discrimination. Under the city's hate crimes law, the agency aids hate crime victims. CCHR also employs pro-active programs of education, intervention, and constituency building to discourage bigotry and bring people from different groups together.

Developing the political climate that recognizes the importance of county commissions and the determination to fund commissions with real authority is a time related task that will require a 30-year effort. The first part of that effort should be a review of the existing human rights commissions and an assessment of their structure, successes, and failures. Are there models of intervention that have proved successful in the past, and what has been the impact of fluctuations in funding on the effectiveness of these agencies? Finally, to what extent does the method of appointment of commissioners affect their ability to fairly address the important human rights concerns that come before the commission? To

effectively conduct such an evaluation, it will be necessary to meet with key participants at existing human relations commissions to involve them in the process of evaluating their current activities, assessing their strengths and weaknesses, and moving towards the planning of a more progressive and effective agenda.

Commissions will need increased as well as additional sources of funding to effectively carry out their plans for improved human relations between diverse groups in their communities. A group of interested parties and key stakeholders -- including politicians, corporate and foundation funders, representatives of ethnic and other minority organizations, business people, and members of planning councils – should convene to identify and develop sources of funding for this endeavor.

Education

RECOMMENDATION NINE

Establish active and ongoing community education and communication programs on race and social justice issues for all sectors of the communities, including within and across public entities and between government and the public.

RECOMMENDATION TEN

Assure that all schools present a multi-cultural, developmentally appropriate curriculum with a required course on human relations, involving parents, students and educators.

RECOMMENDATION ELEVEN

Develop a parent leadership training program to educate parents on issues of diversity, inclusion, equity, fairness and the social and political histories of diverse groups, and train them how to reach out and inform other parents on these issues.

RECOMMENDATION TWELVE

Develop a media campaign to inform the public about the value of diversity, inclusion, equity and fairness.

Strategies

- Prepare a report on diversity curriculum already in use in schools across the Chicago area.

- Offer teachers required professional development courses in human relations that include understanding the social and political histories of diverse groups and their contributions to society.

- Institute an age-appropriate curriculum, with different approaches for different age groups from kindergarten to high school, to help form more appropriate ideas among students about the importance of diversity, inclusion, equity and fairness.

- Develop a Parent Leadership Training program modeled on the Mexican American Legal Defense and Education Fund (MALDEF) Parent School Partnership programs in Atlanta, Houston, Los Angeles and other cities to educate parents on issues of diversity, inclusion, equity, fairness and the social and political histories of diverse groups. This program will also train parents on methods of reaching out to other parents to inform them on these issues.

- Develop a media campaign to inform the public at large on the value of diversity, inclusion, equity and fairness in areas such as education, housing, employment and voting rights. Using public transportation, radio, TV and newspapers, use public service announcements to inform the public of the legal rights of people from all backgrounds.

Challenges

Prejudicial ideas about race, ethnicity, gender and disability can be learned at home, and reinforced by the society at large, including the teachers that teach our children in schools. Indeed, many of the history books used to teach students have inaccurate information on the contributions of various ethnic groups and other minorities that serve to reinforce prejudice. To deal with such a major challenge, we will need a three-tiered approach to human relations training that will impact the schools (teachers and students), the family (parents), and the media, (society at large).

Other challenges will present themselves in our efforts to educate our schools and children on multiculturalism, equity and inclusion, particularly in the lower and middle schools. Schools are often bastions of tradition and resistant to change. Finding space in curricula will be difficult. Parents and teachers have entrenched views on different ethnic and minority groups and are not anxious to have those views replaced. There are significant groups of both teachers and parents who have little if any respect for any type of multicultural curricula, challenging both its authenticity and value. Significant new programming entails costs.

Opportunities

There are also opportunities for change. There are a growing number of charter schools that are looking for curricula that will more effectively prepare children for the world of work and the multicultural global economy they will have to deal with. Initial efforts may begin in these new schools. As some of these schools prove successful, traditional public schools may take some lessons from them.

Multiculturalism is becoming a fact of life in the Chicago region that teachers and school districts have increasingly needed to engage. Few any longer pretend that students are monolithic. Many teachers know they need to become more culturally competent. Teachers colleges will have to include more courses on multiculturalism and cultural competence for new teachers. Current teachers can be offered continued education credits for additional training in this field.

Conflict Resolution Groups

RECOMMENDATION THIRTEEN

Develop neighborhood/grassroots conflict resolution groups to educate people on how to deal with conflicts via conflict resolution, in order to resolve human relations issues in a less formal and less confrontational context.

Strategies

- Identify models of successful neighborhood/grassroots conflict resolution groups.

- Identify conflict areas/categories of intervention appropriate to such groups as opposed to Community Relations Commissions.

- Identify and involve community sponsors, program sites and referral agencies in the planning of conflict resolution programs.

- Identify funding sources and obtain funding for conflict mediation programs.

- Identify and engage community partners to provide training and education to mediators.

- Publicize the existence of community mediation programs and their purpose and solicit mediation candidates through recommendations from community residents, community organizations, local school councils, churches, synagogues, mosques, police officers and other respected elements of local neighborhoods.

- Provide training in conflict resolution and cultural competence to identified mediators.

- Reach out to churches, synagogues, mosques, schools, courts, police stations, community organizations, block associations, beauty parlors, barbershops, community centers, grocery stores and other places where community residents may congregate to inform them of the community based conflict resolution/mediation program and the process of accessing its services.

Discussion

Related to the development of county human relations commissions is the idea of neighborhood/grassroots conflict resolution groups. Grassroots conflict resolution, including promoting understanding of the issues affecting different ethnic groups and orienting newcomers, promotes community-based public dialogues and helps identify neighborhood issues and resolve disputes among groups. Such approaches already exist and have been used by such diverse actors as the National Crime Prevention Council and the U.S. Department of Justice

The Community Relations Service (CRS) is an arm of the U.S. Department of Justice which serves as a federal conciliation service to state and local officials to help resolve and prevent racial and ethnic conflict, violence and civil disorders. The Service helps local officials and residents tailor resolutions when conflict and violence threaten community

stability and well-being. To achieve this end, CRS uses conciliators who assist in identifying the sources of violence and conflict to better utilize the crisis management and violence reduction techniques which work best for each community.

Some programs and outcomes of their work in communities across the United States include: the development of a unique conflict resolution strategy, the Student Problem Identification/Resolution Program, which empowers students, teachers and administrators to diagnose and resolve racially divisive issues; community policing efforts in police departments in cities all over the country; and the provision of conflict resolution services in disputes involving Native American tribes.

The model suggested by the National Crime Prevention Council addresses a wide variety of neighborhood issues, including intergroup relations, nuisance abatement, landlord-tenant complaints, threats, vandalism and other disputes that could escalate into violence.[64]

Cases are referred from community groups, the courts and the police, and other city agencies help community-based mediators identify neighborhood issues requiring resolution. Volunteer mediators and discussion leaders help the parties recognize issues of concern, accept responsibility without threats, and identify strategies to resolve the conflict. Formal hearings serve as the setting for discussion of complaints, lending structure and credibility to the grassroots process, though some local groups use a more informal system of discussion leaders, working through community organizers and other informally established community leaders.

Challenges and Opportunities

The education and training necessary to support this method of conflict resolution can be difficult to finance and is an obvious barrier to its success. In addition, there are the questions of establishing the legitimacy of the program and building confidence that its decisions will be fair, consistent and followed.

Finding a sponsor that commands respect in a given community (local municipality, churches or community organizations) is critical to the success of any grassroots conflict resolution program. Community organizations, schools, community newspapers and other local communications networks can help increase the program's visibility, spread word of successes, and build confidence and legitimacy in its resolutions.

While funding is always an issue with any new program, it is not an insurmountable problem. The education and training necessary to support this program can be provided through existing and expanded community education programs that provide community residents with information on issues such as employment discrimination, voting rights, bias violence, workplace rights and responsibilities, and immigrants' rights. The Chicago Lawyers' Committee for Civil Rights and MALDEF already provide a Chicago based community education program focused on employment discrimination which could be expanded to include conflict resolution training, and the National Coalition Building

Institute already offers training on race and equity conflict resolution. Churches, libraries, schools, and community centers are often the hosts of such community education programs. Indeed, community conflict resolution courses could be offered or expanded through existing Human Relations Councils. While presently these services are not sufficiently offered, it is far easier to expand an existing program than to create a new one.

Social Capital

RECOMMENDATION FOURTEEN

Promote strong social interactions between people of all different backgrounds around common interests.

> This effort involves a recognition that housing and church segregation, suburbanization, language barriers, fear of crime, land use policies, money and class all lead to compartmentalization of our lives that limits our interaction with others, sometimes regardless of race. It follows that we should seek opportunities to bring people together, seeking community collaboration, supporting immigrant integration, school integration and collaborative relationships in schools with kids helping other kids.

> This type of civic engagement, the ways in which we are connected to family, friends, neighbors and civic institutions, is our "social capital" and enables us to build bridges to others, enhance the flow of information about jobs, housing, schools, candidates for public office and political ideas, and supports collective action for the common good.

RECOMMENDATION FIFTEEN

Develop public transportation systems that make all neighborhoods accessible.

RECOMMENDATION SIXTEEN

Promote urban planning that provides public places for people to meet and interact.

RECOMMENDATION SEVENTEEN

Promote civic involvement of diverse populations by providing regular voter registration and voter education forums at schools, libraries, community centers and churches.

RECOMMENDATION EIGHTEEN

Promote campaign finance reforms that discourage inappropriate political influence by large donors, and ensure that small political donors gain more influence in the political process.

RECOMMENDATION NINETEEN

Develop activities at schools, churches, and community centers designed to bring people together.

For example, provide a range of activities celebrating Martin Luther King Day, Cinco de Mayo and other days that may be important to different ethnic and minority groups.

RECOMMENDATION TWENTY

Require community service in schools so students learn the value of helping others who are less fortunate and get to know people from different backgrounds.

RECOMMENDATION TWENTY-ONE

Provide opportunities in schools, libraries, churches and community centers for students to help each other.

For example, English speakers can help foreign students learn English, Spanish speakers can help others learn Spanish, Afghans can teach others their language, those who are good in math can tutor others who aren't, etc. Students could get credit for such activities.

RECOMMENDATION TWENTY-TWO

Promote inclusion of stakeholders in planning meetings by opening meetings to the public and advertising meeting dates, time, and place in impacted neighborhoods.

RECOMMENDATION TWENTY-THREE

Provide financial incentives to neighborhood development programs that promote inclusiveness and diverse participation.

Challenges

Several barriers will doubtless arise as we seek to promote stronger social interactions between people of different racial, ethnic and cultural backgrounds. There is a long history of animosity between people from different racial and ethnic backgrounds in this country. While Muslims and Arabs were once viewed neutrally, they have recently joined the group of other ethnic minorities that are viewed with suspicion and fear. Many whites, and even some minorities who have adopted the views of the larger culture, view black males with suspicion and fear when they encounter them on streets. Housing remains segregated to the point where the value of a house is expected to fall if a black rather than a white person occupies the same home. Churches remain perhaps the most racially segregated institutions in the country. Language barriers persist, and we have become less tolerant of those who cannot speak English. Money and class issues continue to separate us. Internet technology discourages in-person social interactions. For many people, developing social interactions with people of different backgrounds is simply not a priority in their increasingly busy schedules.

Opportunities

The global economy that we participate in forces many of us to value multicultural

approaches to life as well as business. We are learning that our quality of life improves when people of differing races, ethnicities and cultures interact in positive ways. President Obama's recent election has given visibility to the fact that black men are not only criminals but workers, entrepreneurs, doctors and lawyers, presidents of Fortune 500 companies, and, yes, President of the United States of America.

Chapter Four
INDICATORS

In the previous chapters, we specified the issues, vision, objectives, recommendations and strategies for better human relations in 2040. Here, we identify several indicators that can be used to measure the region's success in accomplishing our goals.

Indicators for Equity

For various classifications such as race/ethnicity and gender:

EMPLOYMENT

- Rates of employment at various income levels and for different occupations by race, gender and ethnicity.

BUSINESS

- Number and percentage of businesses owned by minorities and women.

- Number of small business loans made to minorities and women owned business.

EDUCATION

- Dropout and high school graduation rates by race and ethnicity.

- College enrollments and graduation rates by race, ethnicity and sex.

- Racially identifiable schools by district and school house spending.

HOUSING

- Housing segregation patterns in the region.

- Concentration of use of Section 8 (Housing Choice Vouchers) and project-based Section 8.

- Affordable housing percentages.

VOTING RIGHTS

- Percentage of minority representation in elected and appointed public positions.

- Percentage of population aged 18 and over registered to vote by race and ethnicity.

- Voter turnout by race and ethnicity.

- Level of polarized/crossover voting.

- Frequency of majority-minority districts as compared to their percentage of the population.

Indicators of Enforcement

To assess the agencies responsible for enforcement (the United States Equal Employment Opportunity Commission, the Illinois Department of Human Relations, City/County Human Relations Commissions), performance statistics should include:

- Number of complaints filed.

- Number and percent findings of cause.

- Number and percent findings for complainant.

- Types and percentage of complaints filed.

- Housing performance statistics (number of complaints, number of cause findings, resolutions) of institutions addressing public housing: U.S. Department of Housing and Urban Development and local commissions on human relations.

Indicators of Violence

- Number of hate crimes reported and against protected populations.

- Number of communities with agencies/commissions that adjudicate hate crime complaints.

- Number of domestic violence incidents.

- Gang-related crimes.

Indicators of Social Capital

- See updates of the Saguaro Survey which includes indices constructed from survey questions that assess degree of inter-racial friendships and relationships, degree of participation in various community and social activities, participation in political activities and civil leadership.

- Measures of Internet access.

Regional Identity Indicators

- One or more survey questions should be aimed at assessing levels of local versus regional identity of Chicago-area residents.

THE SUCCESSES OF OTHER GOVERNMENT INITIATIVES

The following is a summary of several promising proactive initiatives by government entities committed to advancing racial equity. These efforts have in common strategies for consciously and systematically considering the impacts of public policies, plans, decisions and actions on different racial and ethnic communities in order to eliminate inequities and advance social justice. While many of them focus specifically on racial disparities, they can easily be adjusted to address policies that discriminate against other minority groups as well, such as religious groups, gays and lesbians, women and the disabled.

The United Kingdom Model

In 2001, The United Kingdom amended its Race Relations Act to give public authorities a new statutory duty to promote race equality.[65] The aim of the Act is to help public bodies provide fair and accessible services and equal opportunities in employment. The Act also allows the public to provide input about the services that affect them to help ensure that public authorities are more accountable to the people they serve.

There is a three-part general duty that requires public authorities:

- To eliminate unlawful racial discrimination;

- To promote equality of opportunity between persons of different racial groups;

- To promote good relations between persons of different racial groups.

There are also specific duties for public authorities:

- To prepare and publish a race equality scheme or a race equality policy (for educational institutions);

- To monitor and publicly report employment patterns and address any differences or disadvantages.

Examples of public authorities covered by the act include the police and criminal justice agencies, libraries, museums, public corporations, colleges, universities, schools, health organizations, housing bodies, research councils and government agencies at the national and local levels. The race equality duty does not apply to the private sector or voluntary organizations, but any organizations interested in equality can easily use the same principles and tools to ensure that its policies and practices do not disadvantage or exclude people on the grounds of race, ethnicity, color, disability, religion, or nationality.

A Race Equality Scheme is a coherent strategy and action plan for fulfilling these general and specific duties. The scheme, which summarizes the public authority's overall approach

to racial equality, is a public document so that public entities can be held accountable for delivering programs in accordance with stated plans.

Some authorities may choose to develop a generic equality scheme that addresses other dimensions such as gender, age and disability. But the law requires the race equality sections to be distinct, specific and sufficient to meet all parts of the statutory duties.

The race schemes are legally required to address several elements that detail how public authorities will:

- Assess and monitor existing and proposed services and policies to ensure that they do not adversely affect any groups and that all communities are satisfied with them;

- Address any evidence that its services and policies are not meeting the general duty;

- Consult the general public and involve ethnic minorities at all stages;

- Address complaints about racial equality and the way it is meeting the duties;

- Publish the results of its assessments, consultations and monitoring;

- Ensure access to everyone, of any ethnic background, to information and services;

- Ensure that all its staff understand their responsibilities under the duty;

- Carry out a review of the scheme.

A Race Equality Policy is required, instead of a race equality scheme, for schools and educational institutions. The policy is also a coherent strategy and action plan for preventing racial discrimination, promoting equality of opportunity and promoting good race relations. The policies are specifically tailored to schools with requirements to address areas such as admissions, pupil attainment and progress, discipline, curriculum, teaching, cultural and linguistic learning needs, parental and community involvement and other dimensions. Education institutions are also required to specify their arrangements for monitoring and assessing progress towards meeting race equality goals and duties.

Race Equality Impact Assessments: All public authorities that are required to develop and publish race equity schemes or plans must assess proposed policies for any effects they might have on meeting the three parts of the race equality duty. A systematic process for conducting this analysis is called a Race Equality Impact Assessment. The Commission on Race Equality in the UK states: "A race equality impact assessment is a way of systematically and thoroughly assessing, and consulting on, the effects that a proposed policy is likely to have on people, depending on their racial group...The main purpose of a race equality impact assessment is to pre-empt the possibility that your proposed policy could affect some racial groups unfavorably."[66]

The assessment is conducted in two stages: the first stage involves screening all policies or legislative proposals to see if they are relevant to race equality, while the second stage involves fully assessing any relevant policies to ensure that they will not have adverse

impacts on any racial groups. According to the Commission on Race Equality: "Assessment for racial equality...full consideration of how a proposed policy is likely to affect people from diverse backgrounds and circumstances should be an essential ingredient of all stages of policy development, from conception to implementation."

The UK racial equity model offers many noteworthy components:

- It is legally sanctioned by national statute with requirements that all designated government authorities comply. It establishes not only the elimination of racial discrimination but also the promotion of equality and good relations across racial groups as compelling state interests, priorities and goals.

- It is proactive and affirmative, making racial equity a conscious component of public planning and policy development. It is also preventative: the Race Equality Impact Assessments are designed to anticipate and prevent potential adverse racial impacts.

- It is far-reaching, covering a wide array of national and local public entities.

- It requires the development of concrete and cohesive plans and actions.

- It requires ongoing monitoring, data collection and public reporting.

- It encourages public input and participation and fosters more government accountability and responsiveness.

- The concepts and tools are transferable to other characteristics. For example, the UK now has gender equity schemes and disability equity schemes. But it keeps racial equity as a distinct and explicit focus, even when public authorities address other characteristics besides race, such as gender, age or disability.

- It recognizes the significant role of schools and educational institutions and requires tailored, detailed comprehensive race equity plans and actions.

- It recognizes the significant role of public employment and requires continual monitoring and strategizing to ensure equal opportunity and fair treatment.

- It establishes a public body of information, plans and progress reports, resources, guides and toolkits that can be utilized by public and private entities to inform and enhance their ability to advance racial equity.

Notable Racial Equity Initiatives by Local Governments

The following are U.S. initiatives which embody elements similar, as well as unique, to those in the UK.

Equity and Social Justice Initiative, King County, Washington

King County, Washington, home to Seattle, has instituted several groundbreaking activities designed to place equity at the center of its actions, decisions and policies. Recognizing the wide racial disparities in indicators such as high school dropout rates, health quality and incarceration rates, the county launched the Equity and Social Justice Initiative in 2008, aimed at eliminating long-standing inequities and social injustices.[67] The goal of the initiative is for all county residents to live in communities of opportunity which equip all residents with access to a livable wage, affordable housing, quality education, quality heath care, and safe and vibrant neighborhoods

The initiative seeks to:
- Identify and address the conditions at the root of inequities;
- Actively seek out and promote decisions and policies aimed at equity;
- Empower communities;
- Work across agencies and departments;
- Recognize and honor cultural differences;
- Raise and sustain the visibility of equity and social justice;
- Aim for long-term, permanent change.

The county is taking action in four areas:
- Policy development and decision-making: The county will intentionally consider the promotion of equity in the development and implementation of key policies, programs and funding decisions. Several county departments have begun using an **Equity Impact Review Tool** with an accompanying curriculum on how to use it.

- Service delivery: All executive departments have committed to specific actions that promote equity and social justice -- for example, by making the availability of their services more widely known, accessible and culturally appropriate for different communities.

- Internal education and communication: thousands of county employees at all levels, along with community members, are participating in dialogues and educational programs about social justice, the root causes of inequities and strategies for addressing equity.

- Community partnerships: The county supports capacity building of local organizations and communities and is implementing new efforts to engage community members in creating equitable solutions. Hundreds of residents have participated in town hall meetings to develop common understandings of equity, social justice and positive solutions. A Community Engagement team made up of county staff and residents is providing leadership and vision.

In its initial year, the new initiative showed a variety of results. For example, the Department of Adult and Juvenile Justice has changed its outreach strategies to enable incarcerated women of color to access more information and assistance services. The

Department of Community and Human Services developed culturally and linguistically appropriate outreach materials on early childhood intervention services for Somali, Vietnamese and Spanish speaking families. And the Department of Transportation held a dozen community sounding board meetings to get input on possible bus route changes, with questionnaires and materials translated in seven languages and a multi-lingual hotline.

Race and Social Justice Initiative, Seattle, Washington
Another distinct but related effort is the city of Seattle's Race and Social Justice Initiative, coordinated by the city's Office of Civil Rights, which has a stated mission to end institutionalized racism in city government and promote multiculturalism and full participation by all residents.[68] The long-term goal of the initiative is to change the underlying system that creates race-based disparities in the community and to achieve racial equity.

The Initiative's goals include:
- Assessing the impact of race on the city's organizational culture, policies, practices and procedures;
- Creating an organization free of institutionalized racism;
- Ensuring equity in city business and contracting activities;
- Reducing racial disproportions in education, public safety, economic development, citizen engagement, public health and environment by delivering city services relevant to its multi-cultural citizenry;
- Fostering inclusive citizen engagement;
- Implementing community building strategies to combat community splintering and factionalization.

All city departments create **Change Teams**, conduct organizational assessments, and develop **Race and Social Justice Strategic Plans.** They are required to implement their plans in coordination with citywide strategies. These plans are part of department directors' annual Accountability Agreements with the Mayor.

Departments are also using **Racial Equity Analysis** questions as filters for policy development and budget making. Example questions for analysis include:
- How does the proposed action impact racial disparity, institutional racism and/or multiculturalism?
- How does the proposed action support economic equity (including contracting), immigrant and refugee access to services, public engagement and outreach, workforce equity and capacity building?
- Have the voices of groups affected by the proposal been involved with its development?
- What resources, timelines and monitoring will help ensure success of strategies for achieving racial equity?

Accomplishments include increased workforce equity (fair hiring and promotion) and contracting equity, improved immigrant and refugee access to services, more inclusive outreach, public engagement and capacity building, and training and education for city employees. The initiative has spawned a number of new programs and efforts including:

- The "Race and Social Justice" Neighborhood Matching Fund Grant Program awards grants to support community-based race and social justice projects;

- The Contracting Development and Competitiveness Center opened services and bidding to many small businesses that were not previously fully participating in contracting opportunities;

- The Seattle Police Department Racial Profiling Accountability Plan formed Demographic Advisory Councils and a Citywide Advisory Council, secured $750,000 federal funding for video cameras in police cars, and implemented a new warning ticket to enable Seattle Police to track traffic stops;

- The "Don't Borrow Trouble" campaign combats predatory lending practices by providing information to groups most victimized by unscrupulous lending, including the elderly, low-income, minority and immigrant consumers;

- An executive order directs all city departments to recognize the Mexican Consular Identification Card, or Matricula Consular, as a form of identification when an individual seeking city services presents it.

The next phase of the initiative will focus on three goals: 1) end racial disparities within the city as an organization, 2) strengthen the way the city engages the community and provides services, and 3) address race-based disparities in the community, according to Julie Nelson and Glen Harris at the city of Seattle's Office of Civil Rights.

Racial Equity Impact Reports for Community Development Proposals

Proposed Racial Equity Impact Policy in St. Paul, Minnesota
A coalition of community-based organizations is proposing that the city of St. Paul, Minnesota, enact a Racial Equity Impact Policy.[69] If approved by the city council, the policy would require city staff and developers to compile a **Racial Equity Impact Report** for all development projects that receive a public subsidy of $100,000 or more.

The proposed policy identifies six criteria for ensuring racial and socioeconomic equity for proposed developments, including fiscal equity, transportation equity, housing equity, employment equity, environmental equity and zoning and planning equity.

For each area, the report would require responses to a series of race-focused questions. For example, instead of simply asking how many jobs a development may create, it would also

ask for whom the jobs will be created and how these jobs connect to a poverty reduction strategy for different racial and ethnic groups. The Racial Equity Impact Reports would then be reviewed by the community to determine which projects deserve support and what kinds of improvements would strengthen the proposals to make them more equitable and inclusive.

According to the Alliance for Metropolitan Stability, this policy would expand upon the typical economic and environmental impact reports conducted by the city by including measurements of the racial and economic impacts of development. The policy would help communities of color ensure that cities and developers have considered, quantified and documented the impacts new development projects may have on different racial and economic groups.

The St. Paul City Council president supports the concept and has asked the city planning department to pilot the development of a racial equity impact report within the coming year. After testing and refining the report, the city planning department will propose that the City Council approve the new policy.

Racial Impact Statements for Criminal Sentencing Policy Proposals

In an effort to address sizeable racial disparities in sentencing and incarceration rates, several states are beginning to institute Racial Impact Statements as part of the policymaking process when new sentencing legislation is being considered.

Minority Impact Statements, Iowa, Connecticut and Minnesota
 When a national report found Iowa's prisons and jails to have the nation's highest rate of racial disparity, state leaders decided to take action. In 2008, Iowa passed the Minority Impact Statement Bill, the first of its kind in the nation, which requires examination of the racial and ethnic impacts of all new sentencing laws prior to passage.[70] This enables legislators to anticipate any unwarranted disparities and consider alternatives to accomplish goals without compromising public safety. Upon signing the bill, which garnered broad bipartisan support, Iowa Governor Chet Culver said, "Minority Impact Statements will serve as an essential tool for those in government - and the public -- as we propose, develop, and debate policies for the future."

Also in 2008, Connecticut enacted a similar law. A similar policy is now under consideration in the Oregon legislature. In Minnesota, the state's Sentencing Guidelines Commission has begun to produce assessments of the potential racial impact of proposed legislative changes. The Commission has recommended adaptations to improve proposed policies based on the racial impact assessments.

State Commissions to Address Racial Disparities in Justice Systems, Illinois and Wisconsin
 In 2008, Illinois created the Commission to Study Disproportionate Justice Impact. The Commission will assess the nature and extent of the harm caused to minority communities

through the application of Illinois drug and sentencing laws, then develop findings and offer recommendations for equitable policy change.

In Wisconsin, Governor Jim Doyle established by Executive Order the Commission on Reducing Racial Disparities in the Wisconsin Justice System, a new commission charged with advocating for policies to reduce racial disparities. This commission has already developed a report of recommendations that are being acted upon. A parallel effort by the Governor's Juvenile Justice Commission is also underway to study ways to reduce the overrepresentation of minorities in the juvenile justice system.

Justice Integrity Act of 2008, U.S. Congress

This bill, expected to be re-introduced in the 111th Congress, would provide pilot funding for local regions to establish task forces to examine prosecutorial practices to see if there are any unwarranted racial/ethnic disparities and to recommend policies to address any disparities.

Health Equity Initiatives

The Bay Area Regional Health Inequities Initiative, California

This collaborative initiative, involving local health departments from seven counties in the San Francisco Bay Area and the city of Berkeley, seeks to confront health inequities.[71] The collaborative is developing trainings, peer consultations, organizational assessment tools, and communications strategies designed to change the organizational culture of health departments to centralize and support the work of addressing health inequities.

This initiative includes a holistic and systemic analysis of the conditions that affect health quality and inequality. For example, one of the partners in the initiative, the Alameda County Public Health Department, has a Place Matters Initiative which reflects this expansive view:

> To address health inequities, we must tackle broader social inequalities—access to power, resources, and opportunities—all of which determine the distribution of health and disease within the population. Social inequity causes health inequity. Alameda County's Place Matters Initiative, part of a national initiative of the Joint Center for Political and Economic Studies, seeks to address broader social inequalities related to accessing power, resources and opportunities. By addressing underlying causes of health inequities the initiative seeks to influence a variety of policies including affordable housing, economic development, education, incarceration, land use and transportation.

Regional Equity

There is a growing movement of organizations and government agencies interested in the concept of regional equity. PolicyLink, a national non-profit that has provided major leadership in this field, offers the following definition:

Equitable development connects the quest for full racial inclusion and participation to local, metropolitan, and regional planning and development. It is grounded in four guiding principles: the integration of people and place strategies; reduction of local and regional disparities; promotion of "double bottom line" investments; and inclusion of meaningful community voice, participation, and leadership. Equitable development ensures that individuals and families in all communities can participate in and benefit from economic growth and activity.[72]

PolicyLink offers tools and strategies in a variety of areas including fair distribution of affordable housing, equitable public investment, community strategies to reduce health disparities, inclusionary zoning and other important dimensions of community planning and development.

Some efforts use the frame of opportunity to address issues of equity. A research tool called opportunity mapping helps community organizations and government agencies analyze the dynamics and distribution of opportunity within metropolitan areas. The Kirwan Institute for the Study of Race and Ethnicity uses opportunity mapping to illustrate where opportunity rich communities exist (and assess who has access to these communities) and to understand what needs to be remedied in opportunity poor communities. Opportunity mapping builds upon the rich history of using neighborhood based information and mapping to understand the challenges impacting our neighborhoods.

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