Communities Creating Racial Equity
Ripple Effects of Dialogues to Change
Acknowledgments

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Executive Summary

Communities Creating Racial Equity (CCRE) was an Everyday Democracy initiative launched in 2007 to help us learn about and better understand the intersection of civic engagement using the Dialogue to Change process and racial equity, and to learn along with communities about what it takes to address racial equity. There were eight communities across the country that participated in the initiative. An evaluation was conducted in 2009-10 that yielded some key lessons that helped Everyday Democracy learn about the efficacy of the Dialogue to Change process for addressing racial equity.

In 2015, Everyday Democracy decided to conduct an evaluative follow up with the sites that participated in CCRE to assess their progress and outcomes on racial equity. This report presents findings from five sites that participated in the follow-up evaluation. The participating sites were: Albuquerque, NM; Charlottesville, VA; Hopkinsville, KY; Lynchburg, VA; and Syracuse, NY. The aim of the follow up evaluation was to learn about the progress these sites made on their racial equity goals. The areas where racial equity issues were addressed were in the public school systems in Albuquerque and Syracuse and in communities and public institutions in Charlottesville, Hopkinsville and Lynchburg.

Evaluation Design and Methodology

The evaluation used a ‘mini case study’ design whereby the scope was smaller and timeline for data collection shorter than most case study designs. The two primary methods used to collect data were key informant interviews and ripple effect mapping. The team conducted between four to seven individual interviews at each site. The interviews were with people who were identified as key informants of the CCRE work. A total of 26 interviews were completed, with 21 conducted in-person and five by telephone. Each interview was audio-taped with permission from the individual and took between 30-45 minutes to complete. There was an interviewer and a note-taker in each interview.

Ripple Effect Mapping (REM) was used to collect information from community stakeholders at each of the sites who were a part of the dialogue process and who could speak to any community impacts from that experience. REM proved to be a promising method for engaging stakeholders to “retrospectively and visually map” impacts from their work on racial equity.

In the REM session, participants engaged in appreciative inquiry, mapping, facilitated discussion and reflection (WSU Extension, 2011). The changes/ripple effects identified by participants were then categorized and coded as community or institutional changes. The ripple effects were then associated with what are called “community capitals”. By associating ripple effects with community capitals, we provide another way to describe the strengths of a community in critical areas. There are seven community capitals: social, political, natural, human, cultural, financial and built capitals (Emery and Flora 2006). For this evaluation, the ripple effects identified at each CCRE site during the ripple map session were linked to specific community capitals.

The evaluation questions we sought to answer were:

1) What contextual factors have affected racial equity work?
2) What are some promising practices for sustaining racial equity?
3) To what extent has use of the Dialogue to Change process to address issues around racial equity contributed to institutional and/or community change?
**Summary of Findings**

Interview respondents were asked about contextual factors that either pose barriers to or enable racial equity. Respondents described some persistent contextual barriers to racial equity as:

- Institutional barriers such as resistance to addressing racial issues in schools (Albuquerque, NM)
- Lack of accountability in schools (Syracuse, NY)
- Community barriers such as historical community injustices (Charlottesville, VA)
- Segregated communities along racial lines (Lynchburg, VA)
- Systemic barriers such as entrenched power structures (Hopkinsville, VA)

Some enablers of racial equity respondents described included:

- Leadership from grassroots organized community groups (Albuquerque and Lynchburg),
- Buy-in to community dialogues across multiple groups (Syracuse), and
- City government leadership support for racial equity (Hopkinsville and Charlottesville).

A key learning from this finding is that context is important and understanding those factors at play within a context is critical in racial equity work. By knowing and naming those things that work for or against desired results, the CCRE sites were able to be strategic in their approach to taking actions that have shown promise for sustaining momentum around racial equity. Some promising practices are shown in the table below.

### Promising Practices for Sustaining Racial Equity by CCRE Site

**Albuquerque, NM**

- **Promising Practice 1:** Engaging community organizations, families, students and school personnel to get policy change in public schools, i.e., passage of the Family Engagement Policy
- **Promising Practice 2:** Leading the work through community coalitions and advocacy groups
- **Promising Practice 3:** Developing allies within the school system

**Charlottesville, VA**

- **Promising Practice 1:** Training police in how to have positive contact with communities, particularly marginalized communities
- **Promising Practice 2:** Promoting more inclusive representation for minority owned businesses
- **Promising Practice 3:** Leveraging city government influence for public policy change

**Hopkinsville, KY**

- **Promising Practice 1:** Promoting a diverse police force and providing training to improve community and police relations
- **Promising Practice 2:** Developing and diversifying local leadership through programs and creating opportunities for people of color to serve in leadership positions
- **Promising Practice 3:** Cultivating in-school champions working to help close the academic achievement gap

**Lynchburg, VA**

- **Promising Practice 1:** Using dialogue/conversation as a community practice to bring the community together
- **Promising Practice 2:** Building up community human capital by focusing on improving outcomes for youth
- **Promising Practice 3:** Using different modalities to help people learn about racial issues
- **Promising Practice 4:** Engaging community members in decision-making in the public sector

**Syracuse, NY**

- **Promising Practice 1:** Using a multi-layered approach to obtain buy-in to dialogue processes for racial equity
- **Promising Practice 2:** Using dialogue to influence public participation in making institutional and community changes
- **Promising Practice 3:** Developing programs that support equity in schools
The dialogue process was credited with being effective for addressing racial equity not just at the individual level but also at community and institutional levels. This finding was encouraging because past studies on the dialogue process formally known as study circles found that its effectiveness when used to address racial issues tended to be limited to individual level change (Roberts & Kay, 2000). The ripple map data provided evidence that the Dialogue to Change process contributed to community and institutional changes and the strengthening of specific community capitals. Some examples were:

- Albuquerque organized and mobilized communities through Families United for Education whose engagement efforts led to passage of the Family Engagement Policy in public schools. (human, social and political capitals)
- Charlottesville established its first Office of Human Rights to address residents’ issues concerning inequitable institutional policies and practices. (political capital)
- Hopkinsville made concerted efforts to diversify some of its government institutions resulting in greater diversity in the police department and on its city council. (human capital)
- Lynchburg established a police advisory council made up of a racially diverse group of community residents, to advise the police department on hiring practices and a result was that the city hired its first police chief of color. (human and political capitals)
- Syracuse city schools have seen an increase in the number of people of color serving in school administrator positions and many of the schools have programs that promote racial equity and student engagement such as the ‘Seeds of Peace’ program. (human and social capitals)

Lessons

From the evaluation findings we were able to identify some key lessons from the sites that helped to contribute to their successes. Two examples are provided here: 1) In Syracuse we learned that using a multi-tiered strategy to gain buy-in from multiple audiences is key to racial equity work; 2) In Albuquerque, we learned that engaging people, particularly marginalized groups, in inclusive and equitable participatory practices such as our dialogue process, empowers them to be primary agents of institutional and community change.

The evaluation design also yielded some lessons. Specifically, we learned that using a ‘case studies evaluation design’ worked well for collecting data on impacts in multiple CCRE sites. Ripple Effect Mapping was an excellent method for gathering retrospective information on impacts over time. More time at the sites for increasing the number of participants and ensuring a cross representation of people from each site in the evaluation would have been beneficial. These lessons have implications for future evaluations for our learning in two ways: 1) Focusing REM on examining impacts longitudinally could help us better understand the intersection of community capitals and sustainable change. 2) Having more CCRE sites participate in the evaluation and increasing the number of participants would help us identify the scope of impacts toward racial equity within CCRE on a larger scale.
Conclusion

Through evaluating CCRE we continue to grow evidence that shows the effectiveness of Dialogue to Change for promoting change beyond the individual level. We’ve learned that the combination of enabling factors along with the Dialogue to Change process also help to promote institutional and community changes for racial equity.
Introduction

Communities Creating Racial Equity (CCRE) began as an initiative in 2007 to provide explicit support for work on racial equity across the United States. With help from some of its philanthropic partners, Everyday Democracy (EvDem) was able to provide resources to conduct a Dialogue to Change process for eight cities from across the nation as a way for these local communities to engage around issues of racial equity. Through CCRE, EvDem was able to gain greater insight into the intersectionality of community engagement and racial equity and contribute to creating a network of agents of change for racial equity across geographic regions.

Evaluation has been integral to EvDem’s learning from CCRE. At the end of the initiative in 2009, a cross-site evaluation was conducted by an external evaluator and from that evaluation EvDem learned that Dialogue to Change had strong efficacy as an approach for generating interest, raising awareness, promoting inclusive participation from across diverse groups, and helping communities develop racial equity goals and actionable ideas to work toward those goals.

It was anticipated that the CCRE sites would continue their work beyond the initiative and they did. In an effort to find out the status of the CCRE sites five years later and to build on what was learned from the first evaluation, a follow up evaluation was initiated at the end of 2015. All sites were invited to participate in the follow up and participation was voluntary. There were five sites that accepted the invitation and they were Albuquerque, NM, Charlottesville, VA, Hopkinsville, KY, Lynchburg, VA and Syracuse, NY. For those sites that did not participate, timing and transitions were factors precluding their participation at that time.

The aim of the follow up evaluation was to learn about the progress sites had made on racial equity goals they had set as part of CCRE. In order to accomplish this, the evaluation used a case study approach that included individual interviews and a method called Ripple Effect Mapping, which is a group exercise that involves retrospective visual mapping of impacts of a program or initiative (Kollock, Flage, Chazdon, Paine & Higgins, 2012).

This report presents each of the five CCRE sites as case studies. The stories of each site’s successes and challenges in working toward racial equity are told through the voices of those who were interviewed and those who participated in the ripple map sessions. The report begins with a description of the evaluation design and methodology. Then each site case study is presented. It closes out with some lessons, some concluding thoughts and a postscript with updates on two sites.

Evaluation Design

The evaluation used a case study design. By using this approach we were able to learn about some of the intermediate effects five to seven years following the dialogue process. We chose to use case studies because they are most useful for evaluating “what happened” over time (Balbach, 1999).

Case studies often involve a long time to collect data on the unit of analysis but because this was a follow-up evaluation using a case study approach, it was intentionally designed to be compact. What this means is that we planned for the scope of the evaluation to be small with a short period of time for data collection which resulted in ‘mini case studies.’ More explicit details on the design are provided in the methodology section.

Each site had racial equity goals that they were working toward and the overarching aim of the evaluation was to learn about the progress the sites had made on those goals. The purpose of the evaluation was threefold: 1) Gain a deeper understanding of the contextual influences associated with
working on racial equity goals; 2) Ascertain the extent to which the CCRE sites had advanced a racial equity agenda for change in their city, and 3) Learn about some of the effects of dialogue and actions on achieving racial equity goals at institutional and/or community levels. The evaluation sought to answer the following questions:

1) What contextual factors have affected racial equity work?
2) What are promising practices for sustaining racial equity?
3) To what extent has use of the Dialogue to Change process to address issues around racial equity contributed to institutional and/or community change directly or indirectly?

Methodology

Site Selection Process: There were eight cities participating in the CCRE initiative when it first started. By the end of the initiative some cities were added and others dropped off. At the time of the follow-up evaluation, there were nine cities identified as CCRE sites. All sites were extended an invitation to participate in the evaluation and of that number five sites agreed to be a part of the follow-up evaluation. They were Albuquerque, NM, Hopkinsville, KY, Charlottesville, VA, Lynchburg, VA and Syracuse, NY. Each site was given a modest stipend for their participation.

Site visits occurred between October 2015 and June 2016 in the following order:

<table>
<thead>
<tr>
<th>CCRE Site</th>
<th>Site Visit</th>
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<tbody>
<tr>
<td>Charlottesville, VA</td>
<td>October 22-24, 2015</td>
</tr>
<tr>
<td>Albuquerque, NM</td>
<td>October 29-31, 2015</td>
</tr>
<tr>
<td>Hopkinsville, KY</td>
<td>November 16-18, 2015</td>
</tr>
<tr>
<td>Syracuse, NY</td>
<td>April 4-6, 2016</td>
</tr>
<tr>
<td>Lynchburg, VA</td>
<td>June 6-8, 2016</td>
</tr>
</tbody>
</table>

The two primary methods used to collect data were key informant interviews and ripple effect mapping.

Interviews: Four to seven individual interviews were conducted at each site with people who were identified as key informants of the CCRE work. A total of 26 interviews were completed, 21 were conducted in-person and five were done by telephone. Each interview was audio-taped with permission from the individual and took between 30-45 minutes to complete. There was a single interviewer and a note-taker in each interview. A copy of the protocol used is in Appendix A. To ensure that we learned what we sought to know from the follow-up evaluation, the interview questions listed below were carefully aligned with the evaluation questions regarding each site.

1. What role did you play in the Communities Creating Racial Equity Initiative? And what role do you currently play in advancing racial equity?

2. Given the work already done around racial equity, how would you describe the current climate when it comes to matters of race?

3. What remains as the toughest challenge(s) in conducting racial equity work in this area?
4. What have been the most promising ways you’ve discovered that contribute to making racial equity central to the agenda to bring about institutional and community change? In other words, what works when promoting a racial equity agenda in your institutions and community?

5. What is your vision for racial equity based on the work that has already been done and that you are currently doing?

*Ripple Effect Mapping*: (REM) was used to collect information from a group of community stakeholders at each of the sites. Participants in each REM session had been a part of the dialogue process and were identified as people who could speak to any community impacts they had observed from that experience. They were asked to “retrospectively and visually map” (Kollock, Flage, Chazdon, Paine & Higgins, 2012) impacts from their racial equity work stemming from the dialogue process.

In a REM session, participants engage in appreciative inquiry, mapping, facilitated discussion and reflection (WSU Extension, 2011). Ripple effects are categorized and then coded to represent intended or unintended changes or impacts resulting from an intervention. REM data may be further analyzed and associated with what are called “community capitals” part of a Community Capitals Framework. The framework offers a way to analyze community and institutional change efforts to identify asset based impacts (Emery and Flora, 2006). There are seven community capitals: social, political, natural, human, cultural, financial and built capitals (Emery and Flora, 2006).

Each of the capitals are defined as follows:

**Community Capitals**

1. **Social capital:** relationships between individuals, groups, community organizations and networks

2. **Political capital:** participation, voice, connections to people in leadership

3. **Natural capital:** clean water, green spaces, clean air

4. **Human capital:** collective skills and abilities of people, leadership capacity to access resources to bring about change

5. **Cultural capital:** festivals, arts, celebrations of history, cultural heritage, values and beliefs

6. **Financial capital:** monetary investments to expand community capacity

7. **Built capital:** community infrastructure such as housing, buildings, sewer systems, etc.

*(NCRCRD, Iowa State University, n.d.)*
Each of the sites had anywhere from 8 to 12 participants in the REM session. One evaluator provided instructions and guided the discussion and the other took notes. During the appreciative inquiry segment, participants were asked to pair up in twos and interview each other using the following two questions:

1. What changes have you seen in institutions, community or citywide that can be associated with the dialogues on racial equity?
2. What have been some of the unexpected or unintended changes or challenges that you have seen?

REM participants were instructed to write their partner’s responses to the two questions on a post-it using as few words as possible. The post-it papers were then pasted to a ripple diagram that was drawn on either large newsprint or on a whiteboard.

The pictures to the right show one example of a ripple diagram (Abvent, n.d.) and the other an example of a completed ripple map. Each of the CCRE site maps had this similar layout and also included post-it stickers of negative changes or challenges on the outer edges of the ripple.

During the REM session participants were asked to reflect on their ripple map and share what they learned. A copy of the protocol used for the REM session is in Appendix B.

**Data Analysis:** The data from the interviews were transcribed, coded and themed. The interview data were uploaded into NVivo, a qualitative software program, for analysis. The data from the ripple maps were categorized as community or institutional ripple effects. Then the asset based ripples were associated with community capitals to show impacts that reflected gains in a site’s capacity and progress in advancing racial equity. For each case study, the ripple map for each site is presented in two forms: a picture of the actual ripple map created by participants; and a visual graphic. The community capitals and associated ripple effects are shown in a table below the graphic.

**Finding’s Limitations:** For each case study, the findings were summarized and organized to answer each of the evaluation questions. Some of the limitations of the findings are:

- The follow-up evaluation was only done with five of the nine CCRE sites so the findings cannot be generalized to all of the CCRE sites.
- We used a modified case study approach that involved less time for data collection which affected the amount of data we collected and the number of people at each site we were able to meet with. This means that the interview and ripple map data represent a limited number of perspectives that provide only a partial picture of the site’s progress on racial equity.
- Ripple Effect Mapping does not assume direct causal links between impacts identified by participants. REM presents impacts in a "story format" and provides insight and context that is more personal to participants. (Wayne, Crawford, Menon, Neumann, Chastain, Prykucki & Schindler, 2016)
- A cross site analysis was not conducted because each site is very different contextually and any cross site comparisons of outcomes/impacts were deemed not appropriate given the scope of the evaluation.
Case Studies

Case 1: Albuquerque, NM

Family Engagement Policy in Albuquerque Public Schools

“Education that is equitable for all students” is one of four key pillars of the Family Engagement Policy for Albuquerque Public Schools (APS) developed by a grassroots community group called Families United for Education (FUE). Using evidenced-based research that shows a positive correlation between family engagement and student academic success, FUE developed and advocated for the adoption of the Family Engagement Policy within APS. The four principle directives in the policy state: 1) create equitable and effective systems that engage families and provide supports to teachers, 2) build relationships and capacity, among parents and school staff, 3) foster two-way communication between families and schools, and 4) create a safe and welcoming environment within schools (Families United for Education, 2011).

The Dialogue to Change process developed by Everyday Democracy was used to gather data from community residents to inform the development of the policy. For this process, Everyday Democracy trained facilitators conducted dialogues that included mostly immigrant and Spanish speaking families with children in APS. FUE’s strong organizing and advocacy led to the adoption of the Family Engagement Policy by the APS Board of Education and its successful passage in August 2012.

The success of this policy change was also due in part to the fact that FUE was able to garner the support of approximately 400 family members, 43 organizations and a state senator (Everyday Democracy, 2012). At the time of the follow-up evaluation, the Family Engagement Policy was in the process of being implemented in APS. In the next section we present findings from the interviews and ripple map session in Albuquerque. The data are organized by the evaluation questions.
Summary of Findings - Albuquerque

What contextual factors have affected racial equity work in APS?

Demographic data on Albuquerque and APS are presented to provide local context for understanding the factors discussed in the interviews. Albuquerque is the largest city in New Mexico with a population of nearly 546,000 residents with about 48 percent who identify as Latinx/Hispanic, 72 percent white, 3 percent Black or African American, 4 percent American Indian and 2 percent Asian. (US Census Bureau ACS 2012-2016 5-Year Estimates).

APS is one of the largest school districts in the country ranking 34th and serves approximately 84,000 students of which 67 percent identify as Latinx/Hispanic (APS, 2017). Specific data on the racial/ethnic distribution of teaching staff in APS were not readily available, however the statistics available for New Mexico estimated that approximately 57 percent of teachers in the state were white (Boser, 2014).

Interviews

There were four people interviewed. They were racially/ethnically diverse and were equally split in terms of gender. There were two women who identified as Hispanic and two men: one who identified as Native American and one who identified as white. To get a sense of people’s perceptions about how much APS had changed since the passage of the Family Engagement Policy, respondents were asked to describe the current climate there. Most of them described APS as moving in a positive direction, however, one respondent expressed a less favorable perspective sharing that there were still groups not treated equitably in the schools. Some of the comments cited were that, “…there has been movement in the right direction.” “…it’s very hopeful; there’s a lot of energy around change.” “APS has the idea and the intention of creating equality in the schools.” On a less positive note, a respondent stated that, “One of the biggest issues is our immigrant community doesn’t seem to have a voice, language barriers are huge and I don’t think APS has made a real effort to resolve that.”
Some of the toughest contextual challenges that persist in Albuquerque public schools and buffers to those challenges interview respondents identified are shown in the following table.

**Racial Equity Barriers and Enablers**

<table>
<thead>
<tr>
<th>Category</th>
<th>Contextual Factors</th>
<th>Respondents’ Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional Barriers</strong></td>
<td>Resistance to addressing racial issues</td>
<td>“I think the toughest challenge is the administration; I don’t believe that they are well educated about equality—racial equality in the schools.”</td>
</tr>
<tr>
<td></td>
<td></td>
<td>“When we use the word racism people are very uncomfortable, terribly uncomfortable. There is a great deal of discomfort when you use the word racist.”</td>
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<tr>
<td></td>
<td>Persistent leadership transitions</td>
<td>“We were so optimistic with the more recently hired superintendent because we had a meeting with him and he told us all these wonderful things and we felt like he got it; he understands what we’re trying to do, and then he was gone. There’s always a turnover even at the state level.”</td>
</tr>
<tr>
<td></td>
<td>Corrupt ion &amp; institutional racism</td>
<td>“There’s the other dynamic like disappointment in how corrupt the system really is and how it really is a pretty clear example of structural racism within APS.”</td>
</tr>
<tr>
<td><strong>Enablers</strong></td>
<td>Leadership from organized grassroots community groups</td>
<td>I think the FUE coalition, a lot of people doing and thinking the same way has made the APS school district be a little more careful about what they’re doing.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>“Families United is undaunted… we move ahead cause we know where we need to go and it’s way beyond one superintendent or one board member.”</td>
</tr>
<tr>
<td></td>
<td>Working the system from the inside and out</td>
<td>“I think it is valuable having someone inside the institution who is fully allied with people outside the institution… working within the institution and advocating outside the institution.”</td>
</tr>
<tr>
<td></td>
<td>Allies within APS</td>
<td>“We (FUE) have a working relationship with many of the (APS) board members….”</td>
</tr>
<tr>
<td></td>
<td></td>
<td>“We had three board members who were trained in anti-racism with us and are strong allies.”</td>
</tr>
</tbody>
</table>

Despite contextual barriers, the enablers of racial equity have been leveraged to allow for change to happen in APS. Interview respondents identified some promising strategic actions that have been instrumental in helping them continue to move their racial equity work forward.
What are some promising practices for sustaining racial equity within APS?

Respondents identified some of the following practices that they thought proved effective:

**Promising Practice 1: Engaging community organizations, families, students and school personnel to get policy change in APS, i.e., passage of the Family Engagement Policy**

"The Family Engagement Policy, the four pillars of the policy that’s in the schools, those are conversations we continue to have with APS."

"The Family Engagement Policy"

**Promising Practice 2: Leading the work through community coalitions and advocacy groups**

"The FUE coalition, it’s a lot of people doing and thinking the same way that has made the APS school district be a little more careful about what they’re doing."

"...our partners who helped us with the policy and part of that group is the Asian community, the African American center and some retired teachers are folks at the table with us when we go before APS leadership."

**Promising Practice 3: Developing allies within the school system who support racial equity**

"I believe there there’s a lot of people in APS that have this amazing respect and they do want to create racial equality in APS."

"We had three board members who were trained in anti-racism with us and are strong allies."

In sum, respondents talked about these practices as stemming from actions taken following the Dialogue to Change process. Further reinforcing that the dialogue process can be a key component for contributing to catalytic change for racial equity.

To what extent did the dialogue process contribute to institutional and/or community change in Albuquerque?

**Role of Dialogue**

Interview respondents credited the dialogue process with helping to inform the development of the Family Engagement Policy. One respondent talked about how through the dialogue process community organizations, parents, families, students and school personnel were able to engage with each other and work collectively to frame the content of the engagement policy. Another respondent shared that the dialogue process was considered the ‘method of choice’ for addressing other issues in Albuquerque like homelessness and the "achievement gap for Native students."
Ripple Effects Mapping

To learn more about the community and institutional changes observed since the dialogues, a group of stakeholders was invited to participate in a ripple map session. The session was held at the Media Arts Collaborative Charter School in Albuquerque. This ripple map meeting was unique from the other sites because it was videotaped by middle school students who were part of a multi-media class. Having the students be observers and listeners during the videotaping of the session gave them an opportunity to learn about their school system from people in their community. All participants in the session gave informed verbal consent to the videotaping.

There were eight participants in the session that included six women and two men. The participants were representative of diverse racial ethnic groups and work areas. Participants were asked to pair up and interview each other and then write down each other’s responses on Post-its® using a minimal amount of words to address the appreciative inquiry interview questions: 1) What changes have you seen in institutions, community or citywide that can be associated with the dialogues on racial equity? 2) What have been some of the unexpected or unintended changes or challenges that you have seen?

After the appreciative inquiry segment, participants shared what was written on the Post-its® and placed them on the ripples drawn on a whiteboard. Areas of focus included families, schools, youth and organizations. As shown in the picture, participants placed their Post-it® on the ripples near the focus area that they thought had been impacted by their actions.

Participants talked about ripple effects seen with families. People posted things like “families cross pollinating.” “As opposed to just staying with the families they feel comfortable with. The families are now conversing, working with and getting involved with families who are maybe of a different ethnic background.”

Another participant shared how families and parents were empowered to act on their own behalf, “Families were in the schools calling meetings with principals because they felt like there was not a welcoming environment, particularly for families that did not speak English, and the subtle micro-aggressions that were happening within the school. Parents were then calling meetings, holding the school accountable and the principals accountable.”

Along with identifying changed parental and family behaviors, participants also noted changes at the institutional level, specifically a cultural shift in the school district. A participant described the change this way, “The district also went through a major cultural shift when they realized we had power. They stopped ignoring parents, they stopped trying to shut them up because they realized that we were going to collectively work together to change that...”
To give a more explicit visual presentation of the ripple map, the data were transferred to a ripple map graphic that is shown below. The ripples were color coded: negative ripple effects were placed outside of the ripples. Blue ripples represent the Engagement Policy Dialogue Process (EPDP), orange ripples represent institutional changes/impacts and burgundy ripples represent community changes/impacts.

Ripple Effects through a Community Capitals Lens

The ripple effects matched to community capitals are shown in the table below.

<table>
<thead>
<tr>
<th>Community Capitals</th>
<th>Ripple Effects</th>
</tr>
</thead>
</table>
| Social             | • Individuals & community agencies work together more closely  
                     • Strong relationships  
                     • APS board more accepting of FUE  
                     • Families cross pollinating  
                     • Cultural power shift in schools |
| Human              | • Partner organizations have sustained youth involvement  
                     • Families strengthened  
                     • Families United for Education (FUE)  
                     • APS board members trained in undoing racism  
                     • Mi Via |
| Political          | • Parent leadership  
                     • Power shift-families unafraid to speak up  
                     • Blossoming collective power |
The correlation between community capitals and ripple effects revealed that most asset-based impacts/changes reported by participants reflected gains in social capital, human and political capitals. Together these three capitals demonstrate that as a part of CCRE, Albuquerque has expanded its capacity to address racial equity issues in its school system. With strengthened relationships between organizations and individuals and institutional alliances within APS (social capital), empowered families through FUE (human capital), and parental leadership and participation (political capital), it has assets to draw upon to continue its journey toward racial equity.

**Vision for Albuquerque Public Schools**

For the final interview question, respondents were asked to share their vision for APS. A statement from each of their comments is shown below.

**Interview Respondent:** “You can no longer predict any kind of outcome whether it is health, education and wealth/income based on the color of someone’s skin as you can now.”

**Interview Respondent:** “Schools create a curriculum that will help all students to be successful in their own way however they learn best.”

**Interview Respondent:** “…we teach our students so that they learn about their history, their language, their culture, and that it all be incorporated into the school system so that they learn about themselves.”

**Interview Respondent:** “I would like to see the families and the students be treated with respect and compassion.”

To identify patterns or thematic perceptions from what people shared about their vision for APS, their comments were processed in a word cloud generator which produced the image below. The following collective theme emerged when some of the words were arranged into a statement: People **working** in Albuquerque schools treat **families** and **children** from **different communities** with **compassion** and **respect** and all **students** receive an **education** that includes a **curriculum** where they learn about their **history**.
Lessons from Albuquerque

In sum, several factors appeared to play a role in the successes and challenges experienced by those working for racial equity in APS. A few key lessons gleaned from this case study were:

1. Organized and active community groups like FUE can be powerful agents for community and institutional change.
2. Engaging marginalized groups in inclusive and equitable participatory practices empowers them to be primary agents of institutional change.
3. Expanding social capital by forming strategic alliances and relationships inside and outside of institutions is effective for achieving community and institutional change.
Case 2: Charlottesville, VA

Dialogue on Race

The city of Charlottesville has been described as one of the most racially and economically diverse cities in its region, however, it also has a long history of racism, racial discrimination and segregation. It is that history and the current day ramifications from that history that prompted the Charlottesville City Council to propose a community centered Dialogue on Race (DOR) initiative.

The DOR launched as a city led initiative in December 2009 and was designed to create space for Charlottesville residents to engage in conversations about race. It was open to residents across multiple communities. According to the 2012 Dialogue on Race report, the mission of the DOR was, “...to engage every segment of our community in an open, honest, ongoing discussion of race, racism, and diversity and to identify problems and propose concrete solutions and paths to action that promote racial reconciliation, economic justice and equity.”(p.4)

The approach used that informed the design and implementation of DOR was the Everyday Democracy Dialogue to Change process. Everyday Democracy was instrumental in training facilitators for the DOR and providing coaching and advice through the action planning phase after the dialogues were conducted. Total participation in the dialogues exceeded 600 and resulted in the formation of a DOR steering committee and four workgroups that were charged with taking on issues affecting racial equity in the areas of education, economics, social-cultural, and government. Within each work group, people formed into action teams that went to work on implementing action ideas generated by the workgroup. These groups were comprised of volunteers from the community.
The "Dialogue on Race" report, described some of the early accomplishments in Charlottesville as a result of the actions of the workgroups and the support and involvement of the City Council. A specific accomplishment was a proposal for the establishment of a Human Rights Commission (HRC) in Charlottesville that came out of a policy action team that was part of the government workgroup. Although the proposal was met with mixed reactions initially resulting in a delay in its implementation by the City Council, after a yearlong needs assessment, the council ultimately approved the formation of the HRC in 2013 and the office continues to operate. In the next section we present findings from the interviews and ripple map session. The data are organized by the evaluation questions.

Summary of Findings

What contextual factors have affected racial equity work in Charlottesville?

To give some local context, recent population data reported that Charlottesville had approximately 43,500 residents with 19 percent who identified as African American, 70 percent who identified as white, 7 percent who identified as Asian and 5 percent Latinx/Hispanic (US Census Bureau 5-Year Estimates 2012-2106). The demographic make-up of the city has a deep connection to its history. One of those connections was discussed during the interviews in terms of changes in the African American population. Up until the mid-1950s, the Vinegar Hill community was where the majority of Africans Americans in Charlottesville lived, owned their homes, had their own businesses and thrived. After that community’s desolation, residents were displaced and many moved out of the city, a result that changed the demographic landscape of the city up until today.
Interviews

There were five people interviewed, all of whom played a role in the DOR. They included three women: two who identified as African American and one who identified as white; two men: one who identified as African American and one who identified as white. They were each asked to describe the social climate of Charlottesville and the contextual factors that have influenced racial equity work there since the DOR. Responses to this question were mixed.

Respondents’ Comments

"The climate is tepid, we move forward in such significant ways with either the acknowledgement of events historically or with a program here or there trying to address racial issues. Then when there’s an opportunity to really walk the talk, and I think it’s really showing itself with the development in town, then I feel like we take steps back."

"Charlottesville is a bubble. We don’t have a lot of the big city issues, of course we have our violence here and there and I understand it’s rising but by and large we’re in a bubble."

"Charlottesville is a very liberal city so we think we’re fine and we are not."

"When I got to Charlottesville I felt like I had stepped back in time. I felt at that time Charlottesville had not kept up with the times with regard to race relations. I think the difference now, is that in Charlottesville it’s a public issue that there are some racial issues that need to be addressed....”

"Charlottesville has a lot of efforts and our efforts pre-date some of the national turmoil of the past few months and I think that’s positive."

The 2012 Dialogue on Race report spoke of a hope that Charlottesville would one day become, "a leader in promoting racial harmony, racial diversity and racial justice" (p 4). However, during the interviews, that sentiment was not expressed as optimistically by some interview respondents as evidenced by their comments:

Some of the toughest contextual challenges that persist in Charlottesville and buffers to those challenges interview respondents identified are shown in the table on the following page.
## Racial Equity Barriers and Enablers

<table>
<thead>
<tr>
<th>Category</th>
<th>Contextual Factors</th>
<th>Respondents’ Viewpoints</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Community barriers</strong></td>
<td>Historical &amp; current community injustices</td>
<td>“History; they bulldozed a successful African American neighborhood in the name of urban renewal … a history that doesn’t lead to trust.”</td>
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<td></td>
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<td>“Vinegar Hill was an African American neighborhood… when urban renewal happened that sort of gave the city permission to say we need to look at how we can develop the city of Charlottesville and we see this neighborhood (Vinegar Hill) which is right next to downtown and downtown is where we want to develop our economic base. So the city put it to a vote to get rid of Vinegar Hill, this was in the 1950s when the Voting Rights Act hadn’t passed. So because of that, when you see that pockets of development are happening especially when it’s on West Main Street as it comes down from the university toward this area; people think Vinegar Hill, it’s happening again.”</td>
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<td>Economic disparities</td>
<td></td>
<td>“For our community we have generational poverty. Our poverty may not be as high as other urban populations but that’s because it’s masked by the fact that we have very high incomes and a lot in the middle.”</td>
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<tr>
<td>Gentrification &amp; poor affordable housing system</td>
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<td>“There was this huge apartment complex that was put up on West Main St. They’re building another structure in that area, people are saying whose going to live in these spaces. It’s already too expensive to live here, you have to make a certain income in order to afford anything outside of subsidized or public housing.”</td>
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<td>“We have a poor public housing system that isn’t well administered. We’ve turned our public housing into permanent supportive housing rather than transitional housing and that’s problematic.”</td>
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<tr>
<td><strong>Enablers</strong></td>
<td>City government leadership support</td>
<td>“Ban the Box; the city of Charlottesville now does not have the box that you have to check when you are looking for employment with the city.”</td>
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<tr>
<td></td>
<td></td>
<td>“We are now putting together policies and procedures, and measures in place, people are listening, they are becoming more aware and the city by and large is responding.”</td>
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<td>“Our Chamber of Commerce here has not been friends to people of color in the past; there was a point when they purposely excluded folks of color...now we have the Minority Business Council that started as a direct result of the Dialogue on Race.</td>
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<tr>
<td></td>
<td></td>
<td>&quot;Creating new institutions like the Human Rights Commission”**</td>
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<tr>
<td>Increased public Awareness</td>
<td></td>
<td>“The awareness is heightened in that the city-our local government has created space for the conversations to occur as needed but more importantly to try to effect change with actual demonstration of action.”</td>
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<td></td>
<td></td>
<td>“There is awareness that our city, although we claim to be very progressive, has a myriad of issues related to race that we need to address and do something about.”</td>
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</tbody>
</table>

Despite contextual barriers, the enablers of racial equity have been leveraged to allow for change to happen in Charlottesville. Interview respondents identified some promising strategic actions that have been instrumental in helping them continue to move their racial equity work forward.
What are some promising practices for sustaining racial equity in Charlottesville?

Respondents identified the following promising practices that emerged from their work:

**Promising Practice 1: Training police in how to have positive contact with communities, particularly marginalized communities**

"We started training the police, it’s called CIT Community. It teaches the police to regard the person they’re arresting to see if they are in a mental health crisis."

"We assembled all three police chiefs and pastors and began dialoguing about what our congregations and constituents have been sharing about professional traffic stops and how they’ve been disrespected or mistreated…. As a result they have now put policies and measures in place."

"Due to my work on disproportionate police contact with minorities, our chief has agreed to have all officers document every stop and frisk situation. It’s not the law in Virginia so he’s one of only three chiefs who require it."

**Promising Practice 2: Promoting more inclusive representation for minority owned businesses**

"Members of the community and of the business community said we need the Chamber to create a space to allow for more minority owned businesses to become members... We now have the Minority Business Council. We are focusing on allowing for Small Women and Minority Owned Business (SWaM)"

"The Minority Business Council was created through the Dialogue on Race and is an arm of the Chamber of Commerce."

**Promising Practice 3: Leveraging city government influence for public policy change**

"As part of our re-entry work I had the City Council take the criminal history box off the employment application."

"The city is now trying to convince private owned businesses to ‘ban the box’ to get people a foot in the door."

"In the strategic plan which is the first strategic plan I’ve seen for the city in 20 years, we’ve included aspects of diversity and partnership in all parts of the plan."

**Promising Practice 4: Continuing to engage in community conversations/dialogues**

"A group of sociologists have gathered a diverse audience that feels they are speaking together to whatever issues are addressed each time, it does encourage much broader conversation...I think we’ve been talking about housing, we’ve been talking about jobs and better ways to have people exit prison and be welcomed back in the community.

We have a police chief who has a sincere commitment to this work and he’s even held his own community conversations that I think have been fruitful."

In sum, respondents talked about these practices as stemming from actions taken following the Dialogue to Change process. Further reinforcing that the dialogue process can be a key component for contributing to catalytic change for racial equity.
To what extent did the dialogue process contribute to institutional and/or community change in Charlottesville?

Role of Dialogue

Charlottesville used the Everyday Democracy Dialogue to Change approach to design the Dialogue on Race (DOR) and according to the 2012 report, it provided the framework for guiding the efforts of the steering committee and action work groups that formed as a result of the process. The report also credited the race dialogues with having led to strengthened “connections” between city government and the larger community of Charlottesville.

The DOR was said to have contributed to institutional changes like the establishment of the Minority Business Council within the Chamber of Commerce, the formation of “a cross departmental Workforce Development Advisory Council” within city government to address workforce development issues and the creation of the Human Rights Commission also part of the city of Charlottesville.

At the community level, the DOR was said to have contributed to the successful win of a City of Promise grant for the Westhaven community in Charlottesville to help improve educational and career outcomes for youths living in low resourced economically distressed neighborhoods. The DOR was also described as helping to bridge some community divides by providing an opportunity for people to come together for a common cause.

Ripple Effects Mapping

To learn more about the community and institutional changes observed since the dialogues, a group of stakeholders was invited to participate in a ripple map session. The session was held at the Human Rights Commission Office. There were nine participants in the session. The breakdown of participants included five women and four men. They were a diverse group made up of people from the community who had participated in the DOR and some who worked for the city of Charlottesville. The racial/ethnic breakdown was six African Americans and three Caucasian/White participants.

During the session participants paired up and Interviewed each other for the appreciative inquiry segment of the process. They were asked to respond to two questions: 1) what changes have you seen in institutions, community or citywide that can be associated with the dialogues on racial equity? 2) What have been some of the unexpected or unintended changes or challenges that you have seen?

Participants wrote their answers on Post-its® and then posted them onto the drawn ripples shown in the picture below. The map created by the group showed the ripples from the DOR that influenced their four focus areas: 1) education, 2) social cultural, 3) government and 4) economics. Some of the barriers to change that participants talked about were posted near quadrants around the ripples.

A Respondent’s Comment

“When the DOR was first launched it brought individuals from different areas of the city, different social classes but all with either the awareness or desire to want to see one Charlottesville, with a quality of life for everyone.”
Participants identified institutional ripple effects in local government with changes in some policies and practices such as instituting "Ban the Box," a policy to help re-entry residents who were formally incarcerated be eligible to apply for employment with the city. Participants also identified social cultural changes such as increased opportunities for the public to attend cultural festivals and presentations to learn about the history of different racial/ethnic groups in Charlottesville. Education ripples identified included things like "students organizing around social justice issues."

While there have been positive ripples, some of the barriers to change people talked about were the perceptions that Charlottesville was driven by "social politics," and had a "plantation culture." One participant identified that with changes there seemed to be "stronger white guilt" since the DOR.

To give a more explicit visual presentation of the ripple map, the data were transferred to a ripple map graphic that is shown below. The ripples were color coded: negative ripple effects were placed outside of the large ripple. Blue ripples represent the dialogue process, orange ripples represent institutional changes/impacts and burgundy ripples represent community changes/impacts.
Ripple Effects through a Community Capitals Lens

The ripple effects matched to community capitals are shown in the table below.

<table>
<thead>
<tr>
<th>Community Capitals</th>
<th>Ripple Effects</th>
</tr>
</thead>
</table>
| Social             | • Clergy and police conversations  
                     | • Learning about African American history  
                     | • Minority Business Council |
| Human              | • Believers and Achievers  
                     | • Minority Business Summit  
                     | • Students organize on social justice issues  
                     | • Black registry |
| Political          | • Office of Human Rights  
                     | • Voicing awareness of institutional racism |
| Cultural           | • African American Walking tour  
                     | • Cultural festivals |
| Financial          | • City of Promise  
                     | • Office of economic development |

The correlation between community capitals and ripple effects revealed that most asset-based impacts/changes reported by participants reflected gains in human capital, next social capital and then political, cultural and financial capitals. Together these five capitals demonstrate that as a part of CCRE, Charlottesville has strengthened its capacity to address racial equity issues. The assets include having traditionally marginalized groups organized to act proactively on their own behalf like students for social justice (human capital), opportunities for people to learn from and about each other through conversations and festivals (social & cultural capitals), people having voice through local government entities like the Office of Human Rights (political capital) and communities having access to monetary resources like the City of Promise award (financial capital).
Vision for Charlottesville

For the final interview question, respondents were asked to share their vision for Charlottesville. A statement from each of their comments is shown below.

Interview Respondent: "...All of us know our own history."
Interview Respondent: "...To do something about economic disparity."
Interview Respondent: "Communities would be as inclusive as possible, the needs of all its citizens would be met and there are no conflicts based on racial issues."
Interview Respondent: "...Walk the talk, hold each other accountable more and work together more so that we're utilizing all the resources."
Interview Respondent: "... faith that there is something greater and bigger."

To identify patterns or thematic perceptions from what people shared about their vision for their city, their comments were processed in a word cloud generator which produced the word cloud image below. The following collective theme emerged when some of the words were arranged into a statement: More opportunities in Charlottesville for inclusive conversation can promote understanding of racial differences and help people build relationships to hold each other accountable.
Lessons from Charlottesville

In sum, several factors appeared to play a role in the successes and challenges experienced in Charlottesville in their racial equity work. A few key lessons to take away include:

1. Local leadership buy-in of the dialogue process is strong leverage for community and institutional change.
2. It is advisable to conduct a power analysis when city government and community groups work together on issues around racial equity to avert potential conflicts around decision making regarding actions to implement.
3. Entrenched institutional racism takes a long time to dismantle and dialogue on race is only a first step toward initiating systems change.
Case 3: Hopkinsville, KY

*Working to Bridge a Racial Divide*

Hopkinsville is described as one of the most diverse cities in the state of Kentucky, with a minority population of about 35 percent (Everyday Democracy, 2012). So when the results from a community survey conducted by the local Chamber of Commerce revealed a "racial divide" based on community perceptions of inequities and racism in the city, it was suggested that they have community conversations about the issues there and ways to address them (Everyday Democracy, 2012). The City of Hopkinsville supported the use of the Everyday Democracy Dialogue to Change process also referred to as ‘study circles,’ to tackle the racial issues they were facing. The development of the Community Vision Plan was said to have provided the impetus for launching the dialogues according to some of those interviewed for this case study.

The Community Vision Plan focused on four priority areas that included: 1) Improving education and workforce development; 2) increasing area wealth and decreasing area poverty; 3) attracting and retaining residents; 4) building bridges among a diverse population” (Hopkinsville Christian County Kentucky Summary, 2008, p. 1). The dialogues were used as a platform for addressing those areas. The goal of the dialogues was to bring “people from diverse backgrounds to the table to discuss racial and ethnic inequities and how racism is affecting Hopkinsville” (Planning Commission, 2007, p.3). Everyday Democracy trained several facilitators, some of whom worked for the city and some from the community. The dialogues launched as “Hoptown-Our-Town” and had over 80 participants. Through their process, action groups formed to address racial inequities in the priority areas they had identified.
The post dialogue efforts in Hopkinsville have resulted in progress in some of their priority areas. Most notably in policing, particularly in communities of color, the police and community residents have begun to forge relationships, build coalitions and have dialogues to address concerns (Everyday Democracy, 2012). During one of the interviews, it was reported that the Hopkinsville police department had increased the number of African American police officers on the force. In addition, we learned from the interviews that there had been an increase in the percentage of people of color who were elected officials in Hopkinsville, an increase of 40 percent.

While there has been progress, there have also been some setbacks, specifically with their education and economic equity goals. So their work has continued to focus on closing the education achievement gap and addressing economic issues. In the next section, we present findings from the interviews and ripple map session. The data are organized by the evaluation questions.

**Summary of Findings**

**What contextual factors have affected racial equity work in Hopkinsville?**

To give local demographic context, Hopkinsville has nearly 32,000 residents with a racial/ethnic breakdown of approximately 65 percent white, 29 percent African American, 5 percent Latinx/Hispanic, 1 percent Asian and 0.4 percent American Indian/Native American (U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates). Although Hopkinsville was described as a diverse city that was mostly middle class, it reportedly had high rates of poverty that impacted minority communities most significantly (Hopkinsville Christian County Kentucky Summary, 2008).
**Interviews**

There were five key informant interviews and each person participated in or played a role in the dialogue process or the actions taken afterward. They were diverse along racial/ethnic and gender lines. Three women and two men were interviewed. Three people were African Americans, one person was white/Caucasian and one person identified as Persian.

**Respondents’ Comments**

"When you talk to people about race here, there are a great many people in the neighborhood, predominately black and low income, who think that nothing has changed. Things are the same."

"I don’t think a lot has changed...we still have the same concerns."

"We obviously still have racial issues in this community because it’s in America so it’s there."

"Things now have improved. Opportunities for minorities have improved dramatically over the years."

"We’re the most diverse city in Kentucky and that’s a great thing..."

Respondents were asked to provide their perception of the current cultural climate of Hopkinsville given the work that had already been done on reaching their racial equity goals. As shown below, their responses varied with some people stating that from their observation there was no improvement, limited improvement or dramatic improvement in Hopkinsville. A theme conveyed by respondents’ comments was that Hopkinsville was still a work in progress in its pursuit of racial equity.

Some of the toughest contextual challenges that persist in Hopkinsville and buffers to those challenges interview respondents identified are shown in the table on the following page.
## Racial Equity Barriers and Enablers

<table>
<thead>
<tr>
<th>Category</th>
<th>Contextual factors</th>
<th>Respondents’ Viewpoints</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Community Attitudes</strong></td>
<td>Resistance to change</td>
<td>“That’s the way it’s always been, I don’t know why you need to change things, just this pride thing of this is how we are, don’t mess with us.”</td>
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<td></td>
<td>“We get really bogged down with programs and events but really moving policy and really changing things, I think that’s the hardest needle to move.”</td>
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<td></td>
<td>’It seems to me that a lot of people feel if you get more than I get less.”</td>
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<tr>
<td><strong>Community Barriers</strong></td>
<td>Lack of opportunities</td>
<td>“We do have some, a great number black, white and economic backgrounds who feel like there just aren’t enough opportunities here...”</td>
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<td>A mother, “…she told every one of her kids to move away because there’s no way they are going to get ahead here…”</td>
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<tr>
<td><strong>Systemic Barriers</strong></td>
<td>Power structure</td>
<td>“Those who have money and power are still here and they control a lot of different venues and of course with that comes their own ideology. As the old term goes, ‘the good ol’ boy’ system is still alive and well here in Hopkinsville…”</td>
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<tr>
<td></td>
<td></td>
<td>”It’s the old guard…those with power keep it.”</td>
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<td></td>
<td>Persistent economic disparities</td>
<td>“The challenge that we are faced with I think are those economic challenges.”</td>
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<td>“We’ve got too high poverty overall in Hopkinsville but in our African American community I know it’s disproportionately high...”</td>
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<td></td>
<td>“I think our larger issue is the fight between the ‘haves’ and the ‘have nots’ in this community...”</td>
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<td>Lack of a diverse teacher pool</td>
<td>“You can go from kindergarten to 12th grade and never have had a black teacher.”</td>
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<td></td>
<td>“It’s nothing for a kid to go years and it’s possible that they can go through their 12 years of schooling here and never encounter a minority teacher, never have one.</td>
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<td>Local policies on re-entry</td>
<td>“We have a pretty significant convicted felon population here and again it just happens to be disproportionately African American males... But as a result of that, in Kentucky with felony status, it's tough to get a job and you don’t have voting rights in Kentucky either.</td>
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<td>“We have a really high rate of felons in our community...we don’t hire felons here.”</td>
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<td></td>
<td>”There were concerns about convicted felons and re-establishing their voting rights...”</td>
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<tr>
<td><strong>Enablers</strong></td>
<td>Community engagement efforts</td>
<td>“I think for three consecutive years we hosted a community diversity conference that allowed us to have more extensive training on building that bridge to different facets of our community…”</td>
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<tr>
<td></td>
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<td>”...tons of investments are going on in inner city neighborhoods through the Inner City REZ program...”</td>
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<td></td>
<td>Local government leadership support</td>
<td>”The previous mayor believed in putting things in place to make the community a much more equitable place. The current administration has kind of taken on that same demeanor in trying to make things as equitable as possible within the things he has the rights to do.”</td>
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<tr>
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<td>“On voting rights, we have several of our elected leaders around the state who are trying to get Kentucky to be one of many states that allow you to expunge your felony record after so many years especially if you are a non-violent offender...”</td>
</tr>
</tbody>
</table>
Despite contextual barriers, the enablers of racial equity have been leveraged to allow for change to happen in Hopkinsville. Interview respondents identified some promising strategic actions that have been instrumental in helping them continue to move their racial equity work forward.

What are some promising practices for sustaining racial equity in Hopkinsville?

Respondents identified the following practices:

Promising Practice 1: Promoting a diverse police force and providing training to improve community and police relations.

"The Hopkinsville Police department has seen an increase in the number of African American officers and that’s been a very strategic and thoughtful process. There was a real commitment on behalf of the previous police chief, there is commitment on the current police chief, they are not just talking the talk but they are walking the walk. They understand why that’s important. They are providing diversity training as requested."

"Our police department does a really good job and tries to be proactive and get out in the neighborhoods and make connections with folks, pickup games, basketball with the kids and organized events."

Promising Practice 2: Developing and diversifying local leadership through programs and creating opportunities for people of color to serve in leadership positions.

"We’re making some progress with Focus 21st Century Leadership which is a minority leadership program where minorities go through a 9-month program...For the graduates of the minority leadership we certainly give those names to the mayor or anybody else who’s looking for people to serve on committees, commissions and boards of directors...”

"We began tracking the percentage of minority elected officials. I think when we first started we had three African American City Council members, we have five now out of 12. That’s roughly 40% of our City Council and our community is about 38% African American."

Promising Practice 3: Cultivating in-school champions to help close the academic achievement gap.

"I think there’s some good growth happening in education. You’ve got a lot of teachers who work really hard, you’ve got a lot of administrators who work really hard."

"We have a set of principals in our schools who mean it and genuinely care about every child and are determined with every fiber of their being to see every one of them have opportunity to succeed. One of them, a principal at Lacey elementary school, closed the achievement gap at his school in just one year."

"I think within the school system we have a new superintendent who has bought into the equity situation in that all students can learn and expects her staff to have that same philosophy."

In sum, respondents talked about these practices as stemming from actions taken following the Dialogue to Change process. Further reinforcing that the dialogue process can be a key component for contributing to catalytic change for racial equity.
To what extent did the dialogue process contribute to institutional and/or community changes in Hopkinsville?

Role of Dialogue

According to interview respondents, the dialogue process contributed to success in their efforts because it provided the information needed to help local leaders understand the mood of the community. As one person put it, the dialogues were, "helpful at that time, it gave us a better feel, sense of place of being able to collect data and know how community members feel about different things whether it’s education, jobs or workforce development issues."

It also helped increase public participation, “You see a lot more community involvement” another respondent observed. The increase in community engagement sparked by the dialogues also extended to the school system and the police department according to the comments below.

"When we went through that process about closing the achievement gap, the superintendent fully bought into the study circle process. Every study circle had a principal and a teacher involved, had parents and kids involved...”

"With our police when we did the study circles, every study circle had a police officer and we had some really earnest discussions and since that focus and time, the Hopkinsville Police department has seen an increase in the number of African American officers.”

Ripple Effects Mapping

To learn more about the community and institutional changes observed since the dialogues, a group of stakeholders was invited to participate in a ripple map session. The session was held at Hopkinsville City Hall. There were ten participants in the session, the breakdown of participants included seven women and three men. They were diverse along racial/ethnic lines, and represented people from the community and people who worked for city government including a high ranking representative from the police department.

During the session, participants paired up and interviewed each other for the appreciative inquiry segment of the process. They were asked to respond to two questions: 1) what changes have you seen in institutions, community or citywide that can be associated with the dialogues on racial equity? 2) What have been some of the unexpected or unintended changes or challenges that you have seen? People wrote their answers on Post-its ® and posted them onto the ripples shown in the picture. As can be seen on the map, the focus areas were youth, education, criminal justice and local leadership.
One of the ripples that marked change in the community was the Inner City REZ program, the Hopkinsville’s Inner City Residential Enterprise Zone Program. Through this program low resourced communities received funding for neighborhood improvements (City of Hopkinsville, 2010). A change that people identified as a community ripple that affected youth, were the Challenge Houses that are providing a safe place for youth living in high risk neighborhoods, where they can hang out and receive supports.

A ripple effect in education that participants talked about was mentoring programs for African American males to help close the achievement gap for this group. People named a ripple effect in developing local leaders of color with programs that prepare them to serve on boards and to serve in leadership positions in local government. In the area of criminal justice, they identified ripple effects in community and police relations with events such as “Cookout with Cops” that have helped to improve the relationship between the police and the community.

Along with the asset-based ripples, participants identified some of the challenges that they saw. In education they pointed out that there was a lack of teachers of color in the school system and in communities there was a struggle to keep people engaged, especially in communities of color.

To give a more explicit visual presentation of the ripple map, the data were transferred to a ripple map: graphic that is shown here. The ripples were color coded: negative ripple effects were placed outside of the large ripple. Blue ripples represent the dialogue process, orange ripples represent institutional changes/impacts and burgundy ripples represent community changes/impacts.
Ripple Effects through a Community Capitals Lens

The ripple effects matched to community capitals are shown in the table below.

<table>
<thead>
<tr>
<th>Community Capitals</th>
<th>Ripple Effects</th>
</tr>
</thead>
</table>
| Social             | • Relationship building in neighborhoods  
|                    | • Cookout with cops in communities  
|                    | • Feeding children in at-risk areas  |
| Human              | • Challenge Houses  
|                    | • Focus 21st Century leadership training  
|                    | • Educational mentoring  
|                    | • Addressing Disproportionate Minority contact (DMC) Initiative  |
| Political          | • Culturally responsive leadership Mayor and Police Chief  
|                    | • Mayor’s youth council  
|                    | • Mayor’s neighborhood walks  |
| Cultural           | • Diversity Conference  
|                    | • International Festival  
|                    | • Education Summits  |
| Natural            | • Trash for cash  
|                    | • People take pride in neighborhoods  |
| Financial          | • Inner City REZ  |

The correlation between community capitals and ripple effects revealed that most asset-based impacts/changes reported by participants reflected gains in human capital, next political, social and cultural capitals, then natural and financial capitals. Together these six capitals demonstrate that as a part of CCRE, Hopkinsville has improved its capacity to address racial equity issues. Its assets with regard to the development of local leaders among groups marginalized through training programs (human capital), positive relationships between communities and police and opportunities for people to learn from and about each other (social & cultural capitals), local leaders who connect with communities and create space for youth voice through the mayor’s youth council (political capital), beautification of communities through programs like Trash for Cash (natural capital), and access to monetary resources via Inner City REZ (financial capital) all provide leverage for continuing to move its racial equity agenda forward.
Vision for Hopkinsville

For the final interview question, respondents were asked to share their vision for Hopkinsville. A statement from each of their comments is shown below.

**Interview Respondent:** “We would have a community where every individual would come through our public school system or private school system in a way that would guarantee that they would have the necessary skills, attitude and understanding to take advantage of everything this great community and country has to offer.”

**Interview Respondent:** “…we are able to reach in and touch a child’s life, help somebody get employed who was unemployed before. In those areas is where we can make a lasting difference.”

**Interview Respondent:** ”Where people can prosper and people have access to the resources that allow them to prosper.”

**Interview Respondent:** … “Hopkinsville could be the lead example for small towns…”

**Interview Respondent:** ”I think if we can get to the goal of treating people like you would want to be treated, respecting others as you want to be respected.”

To identify patterns or thematic perceptions from what people shared about their vision for Hopkinsville, respondents’ comments were processed in a word cloud generator which produced the image below. The following collective theme emerged when some of the words were arranged into a statement: In every **community** in Hopkinsville people work together to make things better for **everyone**.
Lessons from Hopkinsville

In sum, several factors appeared to play a role in the successes and challenges faced by those working for racial equity in Hopkinsville. Some lessons learned from this case study are:

1. A dialogue process that has city government buy-in offers strong leverage for institutional change around racial equity.
2. Efforts to keep people engaged is necessary to both bring about change and have community-wide awareness of changes that have occurred.
3. Mutual interest and involvement in relationship building by police and community residents is a key element in shifting that relationship in a positive direction.
Case 4: Lynchburg, VA  

Many Voices One Community

The city of Lynchburg launched a community-wide dialogue on race and racism. The dialogue was spurred by community outcry following the death of an African American man while in the custody of white police officers. As a result of this incident, the community group Many Voices One Community (MVOC) formed in 2007 and was the primary organizer of the community dialogue on race that was held in 2008. Initially, the dialogue was an effort led by the city, however, as the work evolved MVOC has become the leader in continuing to address racial issues in Lynchburg.

The community dialogue on race and racism was organized using Everyday Democracy’s Dialogue to Change approach or ‘study circles.’ For this process, Everyday Democracy trained hundreds of facilitators and 58 dialogues were conducted successfully, attracting over 1,000 participants. Moreover, from the dialogues, several action groups formed and they generated specific ideas for ways to improve conditions in Lynchburg by attempting to address issues of structural and institutional racism. The racial equity goals they set were: 1) “to increase awareness of racial disparity in leadership, education, job/income, housing/home ownership, healthcare, media influences and transportation...” 2) to strengthen MVOC’s “capabilities and effectiveness...” (MVOC, 2007).
Based on what was learned from the interviews and ripple map session, progress on their racial equity goals has been consistent. For example, several events have been held to build community awareness on the issue of structural and institutional racism. There have also been some significant changes institutionally within the Lynchburg police department and around housing and employment policies affecting formally incarcerated individuals re-entering the community. MVOC has sustained itself as an organized community group working for racial equity in Lynchburg and is recognized locally and regionally for its efforts. In the next section, we present findings from the interviews and ripple map session. The data are organized by the evaluation questions.

Summary of Findings

What contextual factors have affected racial equity work in Lynchburg?

To give local context, Lynchburg is estimated to have a population of over 75,000 residents with whites making up 65 percent, African Americans representing 28 percent and Latinx/Hispanics at 3 percent of the total population. (U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates). The city is described as growing in diversity, however, the disparities that exist have disproportionately impacted people of color who live there. In particular, the economic challenges faced by communities of color in Lynchburg were described in the interviews by some as most urgent.
Interviews

There were five people interviewed, all of whom had a role with the community dialogue on race and racism or MVOC. They consisted of three women, two who were African American and one who was white and two men, one African American and one white. In their description of Lynchburg, most interview respondents described the city as "conservative." Some people shared that they thought there was greater diversity along racial lines present at public events. However, everyone acknowledged that there were still some systemic challenges to address. Their comments shown in the shaded box below, would suggest that Lynchburg was a city in transition for the better.

Some of the toughest contextual challenges that persist in Lynchburg and buffers to those challenges interview respondents identified are shown below:

Respondents’ Comments

"It’s a conservative town. I feel Lynchburg is slowly progressing and there is certainly more diversity when you go to places like art exhibits or meetings than when you did ten years ago."

"Lynchburg in general is very conservative...”

"We just hired the police chief who is Cuban. I think that says a lot about a small southern town."

"Lynchburg is very old school and set in its ways... In some ways you can say that it’s better and sometimes you can say it’s not better. It’s a mixed bag."

"It’s a conservative city... As far as the city government is concerned there have been some interesting improvements. Our police chief is a second generation Cuban American and changes are being made."

"As far as race relations are concerned there are definitely some issues that need to be addressed; from an equity perspective, the poverty rate in Lynchburg is 22% and in terms of race, 35% of African Americans in Lynchburg are poor.”
### Racial Equity Barriers and Enablers

<table>
<thead>
<tr>
<th>Category</th>
<th>Contextual factors</th>
<th>Respondent Comments</th>
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</thead>
<tbody>
<tr>
<td><strong>Attitudinal Norms Barriers</strong></td>
<td>Denial of racial inequities</td>
<td>“...we still have leaders who don’t think racial equity or race is an issue that should be highlighted or is an issue at all together and if you got them to agree it was an issue, it would just be a minor issue.”</td>
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<tr>
<td></td>
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<td>“Making sure everyone sees that it is an issue for everyone and that it is to everyone’s benefit no matter race or ethnicity to discuss these issues and make changes.”</td>
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<td>Mindsets and attitudes</td>
<td>“I think the ideology, Christian evangelicalism and the idea of rugged individualism, individual responsibility and not understanding how systems work and systemic change works.”</td>
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<td>“A bigger problem is just educating people and letting people know that this is an issue. This is not the race card being played or this isn’t the, “oh you’re just having the victim mentality,” or you know, “you guys need to just get over it.”</td>
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<tr>
<td><strong>Community Barriers</strong></td>
<td>Issues with authentic engagement</td>
<td>“Many times organizations are not willing to slow down and have the conversation and get to know the people, build on those relationships before they come in and make change...So communities may not be pleased and they feel like they’ve been run over and not valued.”</td>
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<td></td>
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<td>“Because resources are distributed so much in an imbalanced way, what tends to happen is the organizations and individuals with resources they define the problem, they define the process to change the problem and the solution.”</td>
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<td></td>
<td>Segregated communities along racial lines</td>
<td>“We have racialized spaces and if you don’t intentionally bring people together it’s not going to happen.”</td>
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<td>“The geography where people live is still a major thing in Lynchburg...that this is a Black community and you live here and this is the predominantly White community and people live there.”</td>
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<td></td>
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<td>“Housing is still very separate.”</td>
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<td><strong>Systemic Barriers</strong></td>
<td>Economic &amp; employment disparities</td>
<td>“Because poverty is so high and if you look at the statistics, we have a significant number of working poor people, so marginalized people aren’t organizing, they don’t have the time.”</td>
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<td></td>
<td></td>
<td>“There are people who are similarly educated and who have the same job, but they’re getting paid less so there are still racial disparities and systemic issues.”</td>
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<tr>
<td><strong>Enablers</strong></td>
<td>Grassroots community groups’ leadership</td>
<td>“The MVOC group started, formed and began organizing for the community-wide dialogues...”</td>
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<td>“Many Voices One Community engaging the community through the conferences we hold, having workshops on some of the issues...”</td>
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<td></td>
<td>Champions for racial equity</td>
<td>“Our city school superintendent is someone who is very open who has an equity task force that looks at issues of race and equity within the city school system...”</td>
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<tr>
<td></td>
<td></td>
<td>“…the school system has been the most transparent public organization to actively address racial issues.”</td>
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</tbody>
</table>

Despite contextual barriers, the enablers of racial equity have been leveraged to allow for change to happen in Lynchburg. Interview respondents identified some promising strategic actions that have been instrumental in helping them continue to move their racial equity work forward.
What are some of the promising practices for sustaining racial equity in Lynchburg?

Respondents identified the following practices that have proven effective:

**Promising Practice 1: Using dialogue/conversation as a community practice to bring the community together.**

“I think the dialogue/the conversation does help in some ways in terms of bringing people together to build relationships connect in ways that may help on an individual perspective. One of the byproducts at least that I’ve seen of the dialogues or when we did the dialogue was you had city leaders, business presidents, everyone was coming together in meetings or forums and so people got to meet each other.”

“I think definitely one, having the conversation and then secondly getting feedback on what they would see as the issue that could galvanize their particular community. So for instance, using the example of Jim and Poplar Forest, last year he got together a bunch of African Americans here in the community at the legacy museum. We gathered there and he got feedback from us about ways to involve the African American experience at Poplar Forest.”

**Promising Practice 2: Building up community human capital by focusing on improving outcomes for youth.**

“The Beacon of Hope Program which educates all kids. They promise every kid that graduates from one of the public high schools will have the opportunity to attend college, community college, technical college, police academy etc.”

“We’ve had this specific look at African Americans and their participation in more academically challenging classes and so he’s (superintendent) convened a group every year.”

**Promising Practice 3: Using different modalities to help people learn about racial issues.**

“I also think training people to understand the issues better has helped. So one of things we did, we showed Race the Power of an Illusion which helped people connect the legacy of slavery Jim Crow housing discrimination to our present day structural issues has been effective and at least helping people to understand the systemic where the focus should be.”

“Now we have a yearly Race, Poverty and Social Justice conference that brings a lot of great information and speakers to the community.”

**Promising Practice 4: Engaging community members in decision-making in the public sector.**

“The police department invited local community members to be part of the hiring process…”

“...the city school Superintendent has an equity task force that looks at issues of race and equity within the city school system and has people that sit on that committee ...”

In sum, respondents talked about these practices as stemming from actions taken following the Dialogue to Change process. Further reinforcing that the dialogue process can be a key component for contributing to catalytic change for racial equity.
To what extent did the dialogue process contribute to institutional and/or community change in Lynchburg?

Role of Dialogue

The dialogue on race and racism proved to be a major catalyst for some of the changes that have occurred in Lynchburg. It was viewed as a success largely because of the level of participation from city government and the community and also because it provided the impetus for community led efforts to bring about change in areas of "employment, education and youth involvement." As a result of the work of the action groups that formed after the dialogues, several events have been held in the community. There has been ongoing engagement between community residents and public institutions on issues of race and racism. For example, to address the inequities in education, the superintendent established an equity task force of residents that meets regularly to address issues of race and equity in the schools.

Ripple Effects Mapping

To learn more about community and institutional changes since the dialogues, stakeholders were invited to participate in a ripple map session. The session was held at Randolph College. There were ten participants in the meeting, the breakdown of participants included six women and four men. They were a diverse group comprised of people from the community who participated in the dialogue and/or were affiliated with MVOC.

During the session, participants paired up and interviewed each other using the questions: 1) what changes have you seen in institutions, community or citywide that can be associated with the dialogues on racial equity? 2) What have been some of the unexpected or unintended changes or challenges that you have seen?

Participants posted their responses on the ripples on the newsprint shown in the picture. They placed each Post-it® along the ripples. This group did not specify focus areas on their ripple map.

The ripple effect people identified impacting communities was the city changing its criminal justice policies on re-entry that affected the formerly incarcerated. One of the ripples was “ban the box,” which would allow those re-entering their community to apply for jobs with the city. The other ripple was the city cancellation of a local ordinance that was a barrier to them getting housing. Ripples of institutional changes were in law enforcement with the hiring of the city’s first Latino Chief of Police and in education, where schools were hosting conversations on the intersection of race and student achievement.
To give a more explicit visual presentation of the ripple map, the data were transferred to a ripple map graphic that is shown below. The ripples were color coded: Blue ripples represent the dialogue process, orange ripples represent institutional changes/impacts and burgundy ripples represent community changes/impacts and some negative ripple effects were placed around the outside of the large ripple.

Ripple Effects through a Community Capitals Lens

The ripple effects matched to community capitals are shown in the table below.

<table>
<thead>
<tr>
<th>Community Capitals</th>
<th>Ripple Effects</th>
</tr>
</thead>
</table>
| Social             | • Willingness to talk about race and poverty  
                     • Racial justice partnership with YWCA  
                     • Conversations on race and achievement in Lynchburg schools |
| Human              | • Beacon of Hope for youth  
                     • Ban the box to support employment for formerly incarcerated  
                     • Raised awareness of and attention to racism |
| Political          | • MVOC  
                     • Police Advisory Council influences hiring of first Latino police chief  
                     • Law cancelled prohibiting housing access to ex-felons |
| Cultural           | • Slavery symposium  
                     • Legacy museum in Arts & Cultural district  
                     • Annual conference |

The correlation between community capitals and ripple effects revealed that most asset-based impacts/changes reported by participants reflected gains in the following community capitals: social, human, political and cultural. Together these capitals show that as a part of CCRE, Lynchburg has more capacity to address racial equity issues. These assets include targeted programs and policies to support traditionally marginalized groups in charting their course for improving their quality of life and their
community through programs like Beacon of Hope (human capital), relationship building through partnerships and conversations and opportunities for people to learn from and about each other through conversations and cultural conferences (social & cultural capitals), strong community leadership and voice through groups like MVOC (political capital).

**Vision for Lynchburg**

For the final interview question, respondents were asked was to share their vision for Lynchburg going forward.

**Interview respondent:** "...more diversity when it comes to communities..."

**Interview respondent:** "...more equality..."

**Interview respondent:** "...more diversity in the job market..."

**Interview respondent:** "...we’ll all be people first and we would celebrate our wonderful mixed heritage."

**Interview respondent:** "...we are actively having policy conversations about race and how race impacts housing affordability, employment and education..."

To identify patterns or thematic perceptions from what people shared about their vision for Lynchburg respondents’ comments were processed in a word cloud generator which produced this image. The following collective theme emerged when some of the words were arranged into a statement: Lynchburg can achieve racial equity, equality and diversity by creating opportunities for people in communities to make their voices heard on issues affecting them with the support of a grass roots organization.

**Lessons from Lynchburg**

In sum, several factors contributed to the successes and challenges experienced in Lynchburg around their racial equity work. A few lessons identified from these findings are:

1. Local government leading efforts to address racial issues is a strong leverage point for institutional change.
2. Having a strong local community group in place like a MVOC is an effective way to ensure that a racial equity agenda stays relevant.
3. When the city launches a racial equity initiative, it needs to show its continued commitment to the effort by earmarking resources to sustain the work when it is no longer involved directly.
Case 5: Syracuse, NY

*Courageous Conversations about Race*

Syracuse’s Community-Wide Dialogue to End Racism (CWD) program designed to address and ultimately end racism has been operating for over 20 years in the city. Through their efforts, dialogue has become a viable practice used in Syracuse to address issues affecting communities. It is housed at Interfaith Works, an agency that provides resettlement services to refugees and new immigrants.

As a part of CCRE, the CWD chose to focus its resources on addressing structural racism in three areas, education, employment and neighborhoods in conflict (Interfaith Works, 2007). The CWD program used the dialogue to action process as a platform for working on closing the achievement gap. They brought together teachers, administrators and staff within Syracuse City School system to address the issue and called this effort *Courageous Conversations about Race Initiative (CCRI)*. Dialogues were also held with students so that their voice was included.

The dialogues reached the private sector as well. CWD successfully sponsored dialogues to engage corporate and business community leaders in dialogues to address equity issues in employment practices. At the community level, CWD also hosts a festival and fundraiser to celebrate racial, ethnic and cultural diversity and to challenge racist attitudes. The festival called the “Duck Race to End Racism” is held annually in the city.

CWD’s work under CCRE helped them achieve some success in moving the needle on racial equity in education and employment, however, as was learned from the interviews, there have also been some setbacks. Things like leadership transitions in the school system with the retirement of the superintendent in 2009 who was a major champion for racial equity and dialogues created a gap in the work with the schools.
Also, because Syracuse is a refugee resettlement city for people from African and Southeast Asian countries who are of Muslim or Hindu faith, they are often the target of racist attitudes and behaviors from groups who are a part of communities of color. In the next section, we present findings from the interviews and ripple map session. The data are organized by the evaluation questions.

**Summary of Findings**

**What contextual factors have affected racial equity work in Syracuse?**

To give local context, latest statistics indicated that Syracuse had over 145,000 people, the population racial/ethnic demographics breakdown was 55 percent white, 29 percent African American, 9 percent Latinx/Hispanic, and 7 percent Asian and 1 percent American Indian (US Census Bureau, 2012-2016 ACS 5-Year Estimates). In 2015-16, Syracuse City schools served over 19,900 students with highest enrollment of African Americans at 49 percent, Latinx at 13 percent, whites at 23 percent, Asians at 8 percent, Native Americans at 1 percent and multi-racial students at 5 percent (Data.Nysed.Gov, 2016). Although the majority of students in Syracuse City schools are students of color, reportedly about 90 percent of the teachers are white (Syracuse.com, 2016) and according to some respondents, this dynamic has been consequential.

**Interviews**

There were seven people interviewed, four women and three men. Three people were African American and four were white. All of them had a role in CCRI and/or worked with the Syracuse City School system. Respondents talked about the socio-economic climate of Syracuse and how the population of the city has been on a continual decline over the last couple decades mainly due to the loss of industrial jobs and the decline in work opportunities for people without college degrees and with low level skills. Consequently, poverty in the African American and Latinx communities in the city is high.

Some people also spoke about there being a resurgence of racism and that poverty and segregation have contributed to the marginalization of some communities.
Respondents' Comments

"We've been doing the community wide dialogue to end racism now since 1996 so we're 20 years into this initiative ... But I think one of the things, concomitantly, given what we've been talking about in terms of the national dialogue and discussion and debate, there is a rise in racism in our community."

"Syracuse does have segregated populations in the city. We also have some populations that are a little more ethnically diverse. But I think that people tend to live in segregated communities..."

"I think the city itself, you know, it's one of the poorest communities in America, it has a very high segregated population..."

As for Syracuse City schools, having a student population of majority people of color and predominately white teachers was the context when the school system was under fire because of disparities in disciplinary practices. During the interviews, it was revealed that the basis for the investigation by the state's attorney general's office was that data showed that students of color were being disciplined more frequently and/or harshly than white students for the same infractions. This situation was deeply unsettling for many people working in the schools and respondents shared that sentiment in the following comments:

"...while I think we've made some tremendous strides, I think that we still have a real disconnect in the cultural competency of the adults, the staff, who work here..."

"We were taught to do things a certain way, not that it was purposeful. You know, the over-suspension wasn't kind of like; we weren't trying to hurt kids and families but we just did things a certain way and now we've, you know, we learn and grow and change our thinking."

Some of the toughest contextual challenges that persist in Syracuse and buffers to those challenges interview respondents identified are shown in the following table.
### Racial Equity Barriers and Enablers

<table>
<thead>
<tr>
<th>Category</th>
<th>Contextual factors</th>
<th>Respondents’ Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional barriers</strong></td>
<td>Racism in school system</td>
<td>&quot;The problem is racism.&quot;</td>
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<td></td>
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<td>&quot;...I still think we have a lot of racist issues that I think still plays a huge role</td>
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<td>whether it’s covert or overt.&quot;</td>
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<td></td>
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<td>&quot;...institutional racism...&quot;</td>
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<td>Lack of accountability in schools</td>
<td>&quot;I think the whole issue around accountability. In my belief... there is a real</td>
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<td>defiance of any accountability for teachers.&quot;</td>
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<td>&quot;I think the toughest challenge is really providing some intensive training to</td>
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<td>everyone involved in the kids’ world, in schools, and to hold people</td>
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<td>accountable.&quot;</td>
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<td>&quot;I think the fundamental, underlying/underpinning problem we have is still</td>
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<td>that the students who attend the Syracuse City School District are children of color,</td>
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<td>the staff is predominantly white- they don’t live in the city, and</td>
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<td>they live in the suburbs.&quot;</td>
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<td></td>
<td>Cultural divide</td>
<td>&quot;...from what I see there remains two camps: one is white and one is black in the</td>
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<td>SCSD. The students are students of color or they’re low income primarily in SCSD.</td>
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<td>The teaching staff is primarily suburban or of a different</td>
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<td>social economic class and there are two different worldviews...&quot;</td>
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<td></td>
<td>Disparate disciplinary practices in schools</td>
<td>&quot;There’s an independent monitor that’s looking at some of the disparities in the</td>
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<td>suspensions for the same infraction by a child of color and a white person.&quot;</td>
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<td><strong>Community barriers</strong></td>
<td>Economic disparities</td>
<td>&quot;...we have the highest concentrations of Latino poverty in the nation in some of our</td>
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<td>census tracts and I think the third highest concentrations of African American poverty.</td>
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<td>&quot;So we have high concentrations of poverty, but we also have high</td>
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<td>concentrations of, you know, of minority populations that are also impacted by that...</td>
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<td>&quot;We are a dependent school district so we rely on about 75%-80% of our funding</td>
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<td>comes from the state and it’s not equitable funding.”</td>
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<tr>
<td><strong>Enablers</strong></td>
<td>Community wide dialogues</td>
<td>&quot;I think the conversations themselves are very valuable in the fact that you’re able</td>
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<td>to, in a safe environment, bring up some topics that would normally would not be</td>
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<td></td>
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<td>conversations you would have at the water cooler or the faculty room...”</td>
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<td></td>
<td>Leadership support</td>
<td>&quot;The superintendent...developed a strategic plan for SCSD and now she has</td>
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<td></td>
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<td>moved the dial, graduation rates are now at 60%.”</td>
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<td></td>
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<td>&quot;I think we have come a long way to establish ourselves and the school</td>
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<td></td>
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<td>district with equity. I think it has helped with the superintendent that we’ve</td>
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<td></td>
<td></td>
<td>had. I think she has been very aware of that issue and has been able to really</td>
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<td></td>
<td></td>
<td>explain it to the school board of education and other leaders.”</td>
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</table>

Despite contextual barriers, the enablers of racial equity have been leveraged to allow for change to happen in Syracuse. Interview respondents identified some promising strategic actions that have been instrumental in helping them continue to move their racial equity work forward.
What are some promising practices for sustaining racial equity in Syracuse?

Respondents identified the following practices that have proven effective.

Promising Practice 1: Using a multi-layered approach to obtain buy-in to dialogue processes for racial equity

"The CCRI program... was dedicated to staff, teachers, administrators, teacher’s assistants..., principals, the vice principals, the people at the main office as well as the teaching staffs in the school buildings... we could not just work with those teachers in their school, their principal had to be bought in, we could not just work with the principals; what we found that worked was the combination of working across those layers...”

"...we had been in the school district and working with the students, what we did then was a top down and bottom up approach. So we were working with the people at the highest level and working with the students, we wanted to meet in the middle. With that, the then principals were charged with rolling it out in their buildings so they were tasked with identifying who wanted to participate in the CCRI...it was great to actually have principals and district folks begin to develop buy-in to have the teachers participate.”

"We had buy in from community members in changing how we did business.”

Promising Practice 2: Using dialogue to influence public participation in making institutional and community changes

"We’ve been doing the community wide dialogue to end racism now since 1996, so we’re 20 years into this initiative and it’s taken many forms and many people are doing the work as well. We have an intergroup dialogue that has emerged at the university.”

"...we had teachers and other people trained to run dialogues and the success was, it started to spread out where teachers would stay after school.”

"...There are people still talking about CCRI when something happens...”

Promising Practice 3: Developing programs that support equity in schools

"...working with the young people through our Seeds of Peace program and our Exchange program between the city and the suburbs.”

"...we were doing these school exchanges between the city and suburban high schools, the city and suburban middle schools, and the grammar schools...you would have kids that were having these kind of “aha’s” around race and racism and building their racial equity lens.”

"As a principal, I was able to have my school engaged with another school in the county to have an exchange. Those are hugely promising because... something is happening for younger folks to develop these relationships and understanding of each other...”

In sum, respondents talked about these practices as stemming from actions taken following the Dialogue to Change process. Further reinforcing that the dialogue process can be a key component for contributing to catalytic change for racial equity.
To what extent did the dialogue process contribute to institutional and/or community change in Syracuse?

Role of Dialogue

As stated previously, Interfaith Works has been hosting community wide dialogues on issues affecting Syracuse for over 20 years and so dialogue has played a major role in this city for promoting public engagement and action to address problems. Nonetheless, the CCRI dialogue process reportedly left an indelible mark on people working in the school system in Syracuse and was described as "transformative," particularly for teachers.

One interview respondent summed it up this way: *I think the Courageous Conversations about Race Initiative was important at the moment in time... I think it allowed us to go somewhere where we hadn’t gone previously...*

Ripple Effects Mapping

To learn more about community and institutional changes since the dialogues, stakeholders were invited to participate in a ripple map session. The session was held at the InterFaith Works office. There were nine participants in the session, the breakdown of participants was five women and four men and it was diverse along racial/ethnic lines.

Participants paired up for the appreciative inquiry interviews. They were instructed to address two questions about changes since CCRI, 1) what changes have you seen in institutions, community or citywide that can be associated with CCRI? 2) What have been some of the unexpected or unintended changes or challenges that you have seen/experienced? Their completed ripple map is shown in the picture. One of the ripple effects from CCRI that people identified was that a "racial lens opened” in Syracuse City schools resulting in more ripples like changes in school personnel’s perceptions, school staff developing a "deeper understanding of youth." Teaching staff altering their practice, a “high school teacher changed a reading list to increase the diversity of authors.” Some of the challenges identified were that there were “fewer teachers of color” in Syracuse City schools after the teacher certification testing requirements changed. There was still a perceived lack of trust between ethnic groups and that institutional racism persisted.

To give a more explicit visual presentation of the ripple map, the data were transferred to a ripple map graphic that is shown on the following page. The ripples were color coded: negative ripple effects were placed outside of the large ripple. Blue ripples represent the dialogue process, orange ripples represent institutional changes/impacts and burgundy ripples represent community changes/impacts.
The ripple effects matched to community capitals are shown in the table below.

<table>
<thead>
<tr>
<th>Community Capitals</th>
<th>Ripple Effects</th>
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</table>
| Social             | • School staff has a deeper understanding of youth  
                     • Teachers rethought their ideas about students  
                     • City government embraces new Americans  
                     • Teachers modified practices to account for more diversity  
                     • Community Wide dialogue program (CWD)  
                     • Student Exchange program  
                     • Mayor’s holiday card |
| Human              | • More administrators of color in the school system  
                     • Seeds of Peace program launched  
                     • Teachers transformed by experience in CCRI  
                     • Restorative justice approaches in schools and statewide  
                     • Students saw they had something to give, saw their place in the world |
| Political          | • Superintendent Advisory council of parents  
                     • Parent council became more racially diverse  
                     • Parent participation and involvement improved |

The correlation between community capitals and ripple effects revealed that most asset-based impacts/changes reported by participants reflected gains in social capital, next human capital and then political capital. Together these four capitals demonstrate that as a part of CCRE, Syracuse has expanded its capacity to address racial equity issues in its school system. These assets include improved
relationships between teachers/staff and students, students building relationships across differences through the Student Exchange programs and CWD bridging divides between groups (social capital), programs and practices that build leadership skills among groups often marginalized like Seeds of Peace (human capital), parental voice and participation on parent councils (political capital).

Vision for Syracuse City Schools

For the final interview question, respondents were asked to share their vision for Syracuse City schools. A statement from each of their comments is shown below.

<table>
<thead>
<tr>
<th>Interview respondent:</th>
<th>&quot;...skin color is no longer a predictor of success or failure.&quot;</th>
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<tbody>
<tr>
<td>Interview respondent:</td>
<td>“My hope is that the school district in partnership with the community and the families will renew and revise their systems.”</td>
</tr>
<tr>
<td>Interview respondent:</td>
<td>&quot;...for us to be the most improved school district in the United States.”</td>
</tr>
<tr>
<td>Interview respondent:</td>
<td>&quot;I am hopeful we'll get to a point where we don't have to have these conversations because it's understood and felt by everybody.”</td>
</tr>
<tr>
<td>Interview respondent:</td>
<td>&quot;...an educational world where people's strengths are identified and supported and where their areas of need are supported to.”</td>
</tr>
<tr>
<td>Interview respondent:</td>
<td>&quot;My hope is that we do become the most improved school district in the United States of America.”</td>
</tr>
<tr>
<td>Interview respondent:</td>
<td>&quot;...that we have established the kind of education programs that engage students and provide them with an opportunity to get them to the next level...so that when they do get to college some of the inequity that they experienced in high school doesn’t continue for them when they get to college.”</td>
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</tbody>
</table>

To identify patterns or thematic perceptions from what people shared about their vision for Syracuse City schools, their comments were processed in a word cloud generator which produced the word cloud image below. The following collective theme emerged when some of the words were arranged into a statement: Syracuse City school district becomes the most improved in the country when teachers, community and families work together to support the success of all students.
Lessons from Syracuse

In sum, several factors played a role in the successes and challenges described in this case study regarding the work for racial equity in Syracuse City schools. Some of the take away lessons are:

1. Using a multi-tiered strategy to gain buy-in from multiple audiences is key to racial equity work.
2. Schools are a formidable and essential entry point for initiating institutional change around equity in education.
3. Working for racial equity is a long-term process which is why it is important to have community capital such as a group like the Interfaith Works Community-Wide Dialogue program that is building a local infrastructure for dialogue to promote change.
Discussion

Racial inequity impacts every domain of American life: education, income, employment, health, incarceration, safety, housing, wealth, etc. and it is that reality that helped to catalyze the launch and implementation of CCRE. As we learned from the case studies presented in this report people at the CCRE sites have continued their work to close the disparity gaps in many of the domains. Through interviews and a ripple effect mapping process, we were able to determine that the Dialogue to Change approach was foundational to the successes experienced at all five sites in organizing, mobilizing and activating people in communities and institutions around issues affecting racial equity.

The questions we sought to answer through the follow up evaluation were: 1) what contextual factors have affected racial equity work? 2) What are some promising practices for sustaining racial equity? 3) To what extent did the dialogue process contribute to institutional and/or community change? Some key learnings from responses to the questions addressed during the interviews that applied across each of the five sites were:

- **Contextual factors matter and can either enable or be a barrier to racial equity so it is important to identify those factors so that enablers can be maximized to buffer the effects of barriers.**

- **In most instances, collective actions resulting from the dialogue process such as developing local leaders and promoting public participation in local level decision-making, have shown promise for helping to sustain racial equity.**

- **Dialogue to Change played a critical role in helping CCRE sites move forward in addressing racial equity issues.**

Through Ripple Effect Mapping sessions we gained insights from answers to the third evaluation question. Specifically, we learned that the dialogue process created ripple effects that contributed to institutional and community changes or impacts. Some of those impacts included things like policy changes in public institutions such as school systems and city government and community changes in terms of leadership and engagement among groups traditionally marginalized.

We were also able to associate REM data with community capitals which allowed us to show the connection between ripple effects and strengthening community capitals.

Lessons from the Sites

Looking across the five sites we saw some common lessons that may be useful to those outside of CCRE who are engaged in racial equity work. One lesson from Charlottesville, Hopkinsville and Lynchburg was the importance and critical advantage of buy-in from local government leadership to address issues related to racial equity using the Dialogue to Change process. At all three of these sites local leadership involvement was vital to having the resources necessary to implement the dialogue process and the subsequent actions for change, particularly at the institutional level. Although city government buy-in is valuable to racial equity work, there are some caveats to their involvement. Specifically, when they are leading the racial equity efforts, without agreements about sharing decision-making power with all stakeholders such as community residents, grassroots organizations and informal leaders, the risk for dissension is high. In addition, when local officials decrease their role in the work while communities increase theirs and local resources are no longer made available to those groups that are trying to keep the work moving forward, this will very likely slow down or stagnate progress.
Both Albuquerque and Syracuse focused on changing the school system through the concerted efforts of organized community groups and organizations such as FUE in Albuquerque and the CWD program in Syracuse. The lesson from these two sites is to not underestimate the influential power of community based groups to create opportunities for people often marginalized to participate in making change happen in their community and institutions.

**Evaluation Lessons**

So far Everyday Democracy has commissioned two evaluations of CCRE and there will likely be more in the future for two basic reasons: 1) to support our learning about our impact on CCRE sites and others in embedding and sustaining democratic practices of engagement to advance racial equity in cities across this nation. 2) To contribute to building evidence on the effectiveness of the Dialogue to Change process for addressing issues around racial equity at both community and national levels.

A few lessons learned from conducting the follow up evaluation were:

1. Using a ‘case studies evaluation design’ worked well for collecting data on impacts in multiple CCRE sites. It allowed the evaluator to experience the unique context of each site.

2. Ripple Effect Mapping was an excellent method for gathering retrospective information on events and impacts from those events that happened over time. Because it involves using a group process, it allowed for obtaining a representative sample of viewpoints and it afforded participants a chance to engage with each other, learn about changes they didn’t know about before and challenge one another on areas of change that they view differently.

3. As was stated earlier in this report, we conducted a short version case studies evaluation due to time and capacity constraints and though this approach met the need for the scope of the follow up, spending more time at each site is strongly recommended for future follow ups with CCRE sites. With more time, interviews could be conducted with more people and a series of ripple map sessions could be held to allow for a greater number of people from different communities to participate, an increase in participants would potentially yield data on an even a wider range of community and institutional impacts.

**Concluding Thoughts**

CCRE represents Everyday Democracy’s longstanding commitment to racial equity and to supporting cities across this country working to tackle some of this nation’s toughest issues using a racial equity lens. The case studies presented in this report and previous evaluations of the Dialogue to Change process have grounded our understanding of the process in valid and reliable data that show that it contributes to change not just individually but also at community and institutional levels. This finding is encouraging because early studies on the dialogue process found that its effectiveness was limited to contributing to individual level change, primarily.

Through evaluating CCRE we have produced more evidence on the contributions of the Dialogue to Change process for addressing racial issues across the spectrum. As the number of groups, organizations and foundations focusing on racial equity continues to expand, evaluation has a key role to play in continuing to build evidence of effectiveness of dialogue as a participatory practice that contributes to making racial equity in communities and institutions a reality.
There still remains much more to learn from the CCRE sites going forward. Some areas for further exploration in future evaluations might be to take a closer look at the promising practices at each site to see how they have evolved overtime. Also to examine the effects from institutional changes that have already occurred and look at whether those effects are contributing to more equitable and inclusive policies and practices across multiple institutions or systems. Finally, another area might be to examine how changes in community capitals affect a community’s capacity to sustain change.

**Postscript**

Since completion of the follow up evaluation, two CCRE cities experienced events that have had national implications for racial equity. One event raised up some old challenges and the other has brought positive momentum around racial equity. The two examples presented are Charlottesville, VA and Albuquerque, NM.

In July 2017, the people of Charlottesville experienced the tragedy of racial violence spurred by white supremacists. Despite the horrific events of that day, the city responded to this incident with a resolve to not be intimidated nor turned around in their commitment to address racism head on. The mayor of Charlottesville was quoted as saying, “Charlottesville has kind of been put on the map recently.” He added: “We want to change the narrative by telling the true story of race through public spaces.” That has made us a target for groups that hate that type of change and want to stay in the past, but we will not be intimidated” (Garber, 2017, p.1) The findings presented in the Charlottesville case study would suggest that the city’s response to that incident last summer may in part reflect that the ‘Dialogue on Race’ which was sponsored by the city back in 2009 and the subsequent actions they took to address racial inequities, have had a sustained impact on the attitudes and behaviors of local leaders and residents.

Albuquerque, NM was selected to be one of the cities that is a part of the “Racial Equity Here” initiative designed to dismantle institutional racism, eliminate racial inequities and improve outcomes for all. Through the initiative, the city of Albuquerque is strategically planning to embed racial equity with staff, the city council and the public through resolutions and a data dashboard of internal operations accessible to the public (Liu, 2017). It may be inferred from their case study results that the success in the Albuquerque Public School system with the passage and implementation of the Family Engagement Policy, set the groundwork that has contributed to the momentum around racial equity currently being displayed by the city at large.
References

Aerial view of the University and Main Street, Charlottesville, VA. Photo by Dan Addison. Retrieved from https://www.meetup.com/TheCPI/photos/7702552/122430292/


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Appendix A: Interview Protocol

Hello my name is Deloris Vaughn and this is my colleague Brendan Lounsbury who will be sitting in on our conversation in order to support me in taking notes. We want to thank you for taking time to talk with us today. I am the Director of Evaluation and Learning and Brendan is a member of the Evaluation and Learning Team at Everyday Democracy, a project of the Paul J. Aicher Foundation.

As you may recall, Everyday Democracy launched the Communities Creating Racial Equity Initiative (CCRE) in 2007 and sponsored a Learning Exchange or LEX in 2012 for all CCRE sites to find out the status of the work across sites at that time. We learned from the 2012 LEX that there has been a lot going on in [city] and we are back again to learn about how CCRE has helped to catalyze your ongoing work on racial equity. We also want to better understand what community changes you have observed in your [city] around race and racial equity in particular.

Overview

This interview is part of a follow up case study assessment sponsored by Everyday Democracy to capture lessons and stories about the impacts of your work on racial equity.

Confidentiality

I want to assure you that anything you share will not be personally attributed to you in any reports or publications that result from this study. All of the reports will be written in a manner that no individual comment can be attributed to a particular person.

Interview Format

Your participation in this interview is completely voluntary and you are free to end it at any time without explanation. This interview is designed to take between 30 to 45 minutes. If we reach the 45 minutes mark and we have not gotten through all of the questions, I will pause and ask you if you would like to continue or if you would prefer to schedule another date to complete the interview by phone.

I would like to record and have my team member Brendan L. present to also take notes so as to ensure as much accuracy as possible documenting your comments. Please let me know if you have any objections and I will accommodate your preference. Please be assured that the audio-tape will be destroyed at the end of the case study.

Do you have any questions before we begin?

Interview Questions

1. What role did you play in the Communities Creating Racial Equity Initiative in (site)? And what role do you currently play in advancing racial equity in (site)?

2. Given the work already done around racial equity, how would you describe the current climate in (site) when it comes to matters of race?

3. What remains as the toughest challenge(s) in doing racial equity work in this area?

4. What have been the most promising ways you’ve discovered that contribute to making racial equity central to the agenda to bring about institutional and community change in (site)? In other words, what works when promoting a racial equity agenda for change in institutions and communities?

5. What is your vision for racial equity in (site) based on the work that has already been done and that you are currently doing?
Appendix B: Ripple Effect Mapping Protocol

**Purpose of the Ripple Effect Mapping (REM) Process:** to better understand the ripple effects of the Communities Creating Racial Equity (CCRE) dialogue work in order to understand the intended and unintended impacts. This process will explore individual, organizational, institutional, and community changes that have taken place as a direct or indirect result of the CCRE sponsored dialogue process.

**Steps in the Ripple Effect Mapping Process:**

1. Appreciative Inquiry (AI) Interview (20 minutes)
2. Mapping Impacts (60 minutes)
3. Reflection (35 minutes)
4. Closing (5 minutes)

Participants: 8-10 people who represent a broad spectrum of voices who can speak to both the positive and negative effects they have observed and/or experienced as individuals, within and across organizations and institutions, and in the community, either directly or indirectly, from the work on racial equity.

**Appreciative Inquiry Interviews:**

1. Participants choose partners—preferably someone they don’t know well
2. Each participant takes a turn sharing a story relating to the CCRE dialogue, responding to the following questions:
   a) What changes have you seen in your **organization, in other institutions, your community** and/or **citywide** that can be associated with the work on racial equity that was supported through the CCRE initiative?
   b) What have been some of the unexpected or **unintended changes** that you have seen?
3. The “listener” encourages the storyteller to provide as much detail as possible, and probes for examples of how this change happened, including key enabling factors.
4. A few people will share their stories to begin move into the mapping process

**Mapping the Effects**

1. Use a large sheet of paper on the wall
2. Place the dialogue project in the center of the paper, and use post-it notes to put the initial findings that were reported from the AI process.
3. Begin brainstorming the direct effects from the project and their impacts
4. Probe for changes at all levels (individual, organizational, institutional, and community), and ask people to identify the enabling factors for the changes where possible
5. Continue until participants have exhausted their knowledge of impacts

**Reflection**

Participants reflect on the map and what they have learned from participating in ripple map process.

1. What has been **new learning** for you? What surprised you?
This report was prepared by:
Deloris Vaughn Ph.D., Director of Evaluation and Learning

Everyday Democracy is a project of The Paul J. Aicher Foundation, a private operating foundation dedicated to strengthening deliberative democracy and improving the quality of public life in the United States. Since its inception, Everyday Democracy, based in Hartford, CT, has worked with more than 600 communities by providing advice, training, tools and resources. It also partners with national and local organizations to strengthen the field of dialogue and deliberation and promote a stronger, more equitable democracy. Everyday Democracy’s vision is a democracy where all voices are valued, and where participation and racial equity become a permanent part of the way we work as a country at the local, state and national levels.

More information is at https://www.everyday-democracy.org

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