

**ROLL CALL ORDER FOR MEETING OF
July 28, 2020**

Buol, Cavanagh, Jones, Resnick, Roussell, Sprank

This meeting will be conducted as a virtual meeting.

Due to social distancing guidelines related to the COVID-19 pandemic, City Council members and City staff will participate by webinar and will not meet in person. The virtual meeting will be aired live on CityChannel Dubuque (Mediacom cable channels 8 and 117.2), streamed live and archived on the city's website at www.cityofdubuque.org/media, and streamed live on the City's Facebook page at www.facebook.com/cityofdubuque.

The City of Dubuque highly encourages people to view and listen to this meeting through the virtual options..



**CITY OF DUBUQUE, IOWA
CITY COUNCIL MEETING**

**This meeting will be conducted virtually
Please reference the information above or viewing
and listening options.
July 28, 2020**

Council meetings are video streamed live and archived at www.cityofdubuque.org/media and on Dubuque's CityChannel on the Mediacom cable system at cable channel 8 and digital 117.2

SPECIAL SESSION

6:30 PM

WORK SESSION

1. Black Lives Matter: Diversity, Equity & Inclusion - Part II of II

City staff and network partners will provide information to City Council in advance of their annual goal-setting scheduled for August 10-12 about the work done in the community to improve the experience of black and brown individuals in Dubuque.

Suggested Disposition:

For City Council discussion only. Work sessions are not open to public input.

ADJOURNMENT

The agenda with supporting documents may be accessed at www.cityofdubuque.org or at the City Clerk's Office, 50 W. 13th Street, during regular business hours.

This notice is given pursuant to Chapter 21, Code of Iowa, and applicable local regulations of the City of Dubuque, Iowa and/or governmental body holding the meeting.

Written comments regarding the above items may be submitted to the City Clerk's Office, 50 W. 13th St., Dubuque, IA 52001, before or at said time of meeting.

Individuals with limited English proficiency, vision, hearing or speech impairments or requiring special assistance should contact the City Clerk's Office at (563) 589-4100, TDD/TTY (563) 690-6678,

ctyclerk@cityofdubuque.org as soon as feasible. Deaf or hard-of-hearing individuals can use Relay Iowa by dialing 711 or (800) 735-2942.

City of Dubuque Special Meeting

Work Session - Bottom # 1.

ITEM TITLE: Part II of II - Black Lives Matter: Diversity Equity Inclusion materials

SUMMARY: City staff and network partners will provide information to City Council in advance of their annual goal-setting scheduled for August 10-12 about the work done in the community to improve the experience of black and brown individuals in Dubuque.

SUGGESTED DISPOSITION: For City Council discussion only. Work sessions are not open to public input. Suggested Disposition:

ATTACHMENTS:

| Description | Type |
|---|--------------------------|
| UPDATED - Staff Memo/Agenda | Staff Memo |
| Historical City Activity Report | Supporting Documentation |
| Analysis of Impediments | Supporting Documentation |
| MIT Report | Supporting Documentation |
| UPDATED - Dubuque Dream Center Supporting Material | Supporting Documentation |
| ADDED - NAACP Dubuque Chapter Letter to Council | Supporting Documentation |
| ADDED - Four Mounds HEART Program Supporting Material | Supporting Documentation |
| UPDATED - Black Lives Matter: Diversity, Equity, and Inclusion Presentation | Supporting Documentation |

TO: Mike Van Milligen, City Manager
FROM: Cori Burbach, Assistant City Manager
DATE: July 23, 2020
RE: Agenda for 7.27.20 and 7.28.20 City Council Work Sessions: Black Lives Matter: Diversity, Equity & Inclusion

The purpose of this memo is to provide the agenda for Black Lives Matter: Diversity, Equity & Inclusion work sessions scheduled for July 27 at 6:00 pm (Part 1) and 28 at 6:30 pm (Part 2). The intention of these work sessions is for partners and City staff to provide information to City Council in advance of their annual goal-setting scheduled for August 10-12 about the work done in the community to improve the experience of black and brown individuals in Dubuque.

Tentative presentation order:

Part 1: July 27

(Note that City Council will first discuss filling Shaw's vacant position when the meeting opens at 6:00 pm)

6:30 pm Introduction

Mike Van Milligen, City Manager

6:45 pm History of Work

City of Dubuque history

Kelly Larson, Human Rights Director

Shelley Stickfort, Human Resources Manager

Alexis Steger, Housing & Community Development Director

Inclusive Dubuque

Nancy Van Milligen, CEO, Community Foundation of Greater Dubuque

7:30 pm Current State - Key Performance Indicators

Cori Burbach, Assistant City Manager

8:00 pm Current State - Partner presentations

Robert Kimble, Dubuque Dream Center

Caprice Jones, Fountain of Youth

Ernest Jackson, Jason Weston, Black Mens Coalition

Dereka Williams, Switching Places

Lynn Sutton, Tom LoGuidice, Friends of Fair Housing

Jackie Hunter, Multicultural Family Center

Rick Dickinson, Greater Dubuque Development Corporation

Jill Courtney, Becky Bodish, Four Mounds HEART

Miquel Jackson, Anthony Allen, NAACP

9:30 pm Questions & Part 1 Wrap-Up

Part 2: July 28

6:30 pm Current State – City of Dubuque

Collins Eboh, Organizational Equity Coordinator

Temwa Phiri, Community Engagement Coordinator

Mark Dalsing, Police Chief

Jill Connors, Economic Development Director

Jenni Petersen-Brant, Arts & Cultural Affairs Coordinator

Todd Dalsing, Airport Manager

Teri Goodmann, Assistant City Manager

8:00 pm Next steps & discussion

Questions for Council to consider as they approach goal setting:

- A. Do we have a shared understanding of racial equity and effective strategies that might advance it?
- B. What does the data tell us?
- C. What performance measures should be prioritized?
- D. Who has power to affect these measures? What are the target outcomes?
- E. What programs or policies might we implement or change to reach these outcomes?

2019

Advancing Equity & Inclusion: Status Report



City of Dubuque Intercultural and Equity Teams facilitated by Human Rights Department Staff
Report drafted by Kelly Larson, Human Rights Director

EXECUTIVE SUMMARY

This paper describes the organizational development work around diversity, equity, and inclusion that has been occurring within the City of Dubuque as an institution over the past fifteen years. It also explains the transformation of the role of the City of Dubuque Human Rights Department from one focused solely on the reactive work of civil rights enforcement to one focused on the collaborative and proactive work of advancing human rights through the creation of a more equitable and inclusive culture. It is a journey that continues to unfold in a non-linear fashion based on community needs, community input, council policy direction, and the best available knowledge about effective practices in intercultural relations and human and civil rights.

This report consists of the following segments:

- 1) a background summary of what was happening in the community in the early 2000s, how the Human Rights Department was operating at that time, and the steps that were taken to begin to take an organizational development approach to diversity, equity, and inclusion;
- 2) a transitional summary of happenings in the community and the work that occurred between 2010 and 2015; and
- 3) a report covering the work over the past four years.

As we develop the organization and the people serving within it, we create an organization that is in transition. Overall, however, we are moving closer to an equitable and inclusive culture where all people are healthy and able to reach their potential, while simultaneously attending to any groups that are disproportionately experiencing negative life outcomes as a result of social policies and practices.

Individually, we are one drop. Together, we are an ocean. Ryunosuke Satoro

HISTORY AND LANGUAGE

For purposes of this report, the following definitions are being used.

- **Civil Rights** refers to rights protected by non-discrimination statutes that are legally enforceable in a court of law. The right to be free from discrimination is one type of human right.
- **Culture** refers to patterns of shared basic assumptions and behaviors that are learned or taught to all members of a group (either implicitly or explicitly) as the correct way to perceive, think, or feel.
- **Equality** refers to the belief that it is essential to treat all people the same, and that personal feeling must be set aside in the name of objectivity.
- **Equity** refers to the view that each person is unique, each context requires adaptation of rules, and each situation demands a relative response.
- **Human Rights** refers to those things that many people may agree are rights one inherently holds by virtue of being human, such as the right to a standard of living necessary for health and

wellbeing. See, e.g., Universal Declaration of Human Rights, www.un.org/en/universal-declaration-human-rights/

- **Human Relations** refers to interactions between people. Each person is both an individual and a member of a variety of cultures or groups.
- **Intercultural** refers to interactions between people of two or more cultures
- **Levels of Analysis:** refers to whether our department's interventions are at:
 - the individual level of learning and development and addressing individual bias,
 - the institutional level of organizational development and addressing bias in institutional policy and practice,
 - the structural level of community development and addressing bias that is reinforced across institutions and resulting in population level inequities.
- **Multicultural** refers to several different cultures
- **Values** describe the beliefs of an individual or culture. Personal values develop from individual experiences and the circumstances an individual finds themselves in. Group values are the moral and ethical principles traditionally upheld and transmitted within a group. Higher Order Values are those values that are recognized across major cultures of the world.

The challenge in protecting and promoting human rights in a representative democracy often lies in human disagreement about individual freedom and responsibility to others, or how best to ensure a minimum standard of living. These differences in understanding are influenced by a variety of factors, including culture and individual experiences. When people from one cultural group share one understanding of these terms and people from another cultural group share another understanding, there is a need for a concerted effort to create a new, mutual cultural understanding. As learning takes place and new understandings merge, changes in policy or law may follow.

The civil rights movement of the 1960s is an example of cultural change leading to changes in cultural norms and in the law. Historically in the United States, discrimination against certain groups was not only accepted by people as the norm, it was legally sanctioned by government. When laws prohibiting discrimination in employment, housing, and places of public accommodation were passed, civil rights enforcement agencies were created at the federal, state, and local levels across the country. The Human Rights Department in Dubuque was similarly created and staffed as a civil rights enforcement agency in the 1960s. Reactive investigation of individual civil rights claims, however, has not fully addressed inequitable outcomes for groups traditionally impacted by social inequity. *For a national perspective on federal enforcement see e.g., Confronting Racial Bias at Work: Challenges and Solutions for 21st Century Employment Discrimination*, Race Forward November 2016; https://www.raceforward.org/system/files/pdf/reports/RacialBiasAtWork_Summary_11.10.16.pdf. As we began noticing similar challenges on a local level in the early 2000's, we began in 2004 to investigate ways to be more proactive in approach. This paper tracks the historical development of that work over time.

PROCESS AND CHALLENGES

Our process has included:

- community participation through the Diversity Task Force in 2004, the Safe Community Task Force in 2009, the Community Equity Profile project in 2014, and staff's ongoing relationships with the Human Rights Commission and with traditionally underrepresented groups in the community;
- council policy direction and financial support for structural changes within the organization and for partnerships out in the community;
- staff expertise gained through higher education, lived experience, and focused intercultural skill development, and
- outside consultant support from One Ummah Consulting in 2006-2008, Urban Strategies and Northern Illinois Center for Governmental Studies in 2009-2010, Kaleidoscope Group in 2013, the Interactivity Foundation in 2014, and the Government Alliance on Race and Equity in 2014-15.

A couple of points bear mentioning:

- The Human Rights Department neither exists nor operates in a vacuum. Our work is collaborative, cross-cultural, cross-departmental, and cross-sectoral by design. We also are at time constrained by an existing legal and social structure.
- We approach our work in a human-centered and developmental way. This means that we take time for individual learning and growth, while simultaneously recognizing that accountability for behavior change is necessary.
- Some of our interventions are at the individual level of learning and development, some are at the institutional level of city government operations, and some are at the structural level of interactions across institutions. All three levels play a role in creating and maintaining systemic inequities.
- The blending of popular approaches to diversity and inclusion with an intercultural approach and a focus on equity is innovative and this creates an organization in transition where challenges are to be expected as we pilot, learn, and grow.
- We are very early in our work to advance equity using an intercultural approach and we are experiencing the pain of being one of the trailblazers in this arena.
- We expect challenges and conflicts to continue; tackling them without abandoning our vision is necessary to progress.

RESULTS AND CONCLUSIONS

Over the years, our work has raised awareness of the importance of being proactive in leveraging diversity as a benefit in our day to day work as City employees who serve an increasingly diverse public. As community awareness and needs have shifted, we have adjusted the structure of our department to allow for this more proactive approach. Initial changes at the institutional level involved creating a position focused on diversity and inclusion amongst our own organization's workforce, and spending time on organizational development and skill building with City staff in order to actively recruit and

retain a workforce more reflective of the community. The data contained later in this report shows that we have had some success in this regard, though much work remains to be done. Budget issues led to vacancies in the Human Rights Department being frozen for a period of three years, causing delays and setbacks. At the community level, the creation of the community equity profile through Inclusive Dubuque identified significant racial inequities in our community. The profile was not accompanied by a root cause analysis or the creation of a community wide plan for advancing racial equity. Disaggregation of data by race, however, has begun to be integrated into community-wide initiatives that align with the following My Brother's Keeper milestones: 1) reading at grade level by third grade (Campaign for Grade Level Reading); 2) graduating from high school (Dubuque College Access Network); and 3) preparing for college and career (Opportunity Dubuque and Dubuque College Access Network).

As the racial and ethnic diversity of our community has continued to shift, and as public awareness of the importance of equity and inclusion has increased, our department's focus has continued to evolve. The need to work effectively across cultural differences and the complexity of addressing historic and current inequities requires a focus on working across sectors, effectively engaging the public in civic affairs, and analyzing and adjusting our own City services towards more equitable outcomes.

To this end, I recommend the following focus areas within the institution:

- The Human Resources Department assume responsibility for the internal work of advancing equity and inclusion amongst our own workforce, with the Strategic Workforce Equity Coordinator position assigned to that department;
- The City Attorney's office maintain responsibility for civil rights enforcement with the civil rights specialist assigned to that office; and
- The Human Rights Department focus on broadening community engagement with government and advancing a more equitable and inclusive culture through the delivery of City services and partnerships with community institutions.
 - In working with City Departments on service delivery, I have noticed that many of the actions staff are reporting on are not explicitly tied to addressing an identified inequity, nor are they supported by community engagement or analysis of quantitative and qualitative data. This makes it very difficult to know if the changes being made are effective in impacting inequities that exist. Consequently, I recommend that over the next year Human Rights staff work cross-departmentally to apply the equity toolkit to specific, strategically identified services and data collection and analysis methods that impact equity practices across departments. In this way, we can better evaluate whether the changes staff are making are in fact effective for the populations most impacted by inequities.

There are also challenges facing our community at the structural level. The creation of the community equity profile highlighted significant racial disparities across all quality of life areas in Dubuque. Since that time, we have not come together as a community to conduct a root cause analysis and develop a racial equity action plan for the community. Racial equity action planning is increasingly becoming common practice in the United States. See *e.g.*, Municipal Action Guide: Advancing Racial Equity in Your City, National League of Cities Racial Equity and Leadership 2017;

<https://www.nlc.org/sites/default/files/users/user125/NLC%20MAG%20on%20Racial%20Equity.pdf>.

The City Council may want to consider during their annual goal setting process whether to prioritize conducting a community level root cause analysis around these racial disparities and creating along with the community a racial equity action plan that includes: 1) actions for individual residents, anchor institutions, and government policy and practice; and 2) a qualitative and quantitative tool to measure progress on an ongoing basis. If prioritized, this work should be done in a way that supports and builds upon the work that has already begun through the Campaign for Grade Level Reading, Opportunity Dubuque, the Dubuque College Access Network, and the Equitable Poverty Prevention Plan.

BACKGROUND

Over the years, the City of Dubuque Human Rights Department has undergone a transformation from a traditional civil rights enforcement agency to a department focused on advancing human rights by developing a more equitable and inclusive culture. This transformation began in 2005, in sync with changes in our community.

2005: HUMAN RIGHTS DEPARTMENT STRUCTURE AND COMMUNITY CONTEXT

At this time, the Department was staffed with a full-time Intake Specialist and a full time Human Rights Director, along with approximately 8 hours a week of assistance from the City Attorney's office. The bulk of staff time was spent investigating complaints of discrimination filed by the general public against a private business or housing provider to determine if there was sufficient evidence to prove either a motivation/intent to discriminate based on a protected class or a statistically significant discriminatory outcome based on a neutral policy or practice. This staffing did not allow for proactive prevention work and was instead focused solely on the reactive work of enforcement.

COMMUNITY CONTEXT: The community, which was historically white with a large percentage of people who had lived here all or most of their lives, was becoming more racially, ethnically, and geographically diverse. In addition, the numbers of students of color and students eligible for free and reduced lunch in the schools was increasing. Finally, community understanding of the potential value and challenges of diversity, the history of "isms," and the importance of more inclusive environments was increasing, leading to an increase in requests for "diversity training" and other preventative work that our legally trained staff were not equipped to provide.

2005-2006: DIVERSITY TASK FORCE PLANNING PHASE AND HIRING OF CONSULTANT

In March 2005 the City Council approved a budget of \$7,500 per year for three years to conduct diversity training for staff. The City Council also approved funding to hire a Human Relations Specialist in the Human Rights Department based on the retirement of Assistant City Attorney Bill Blum who had been assigned part-time to the department. This role remained largely focused on compliance and conducting case investigations, with remaining time devoted to improving public awareness of drivers of identity-based conflicts.

In July 2005, the Diversity Task Force was established with membership from the following community groups: NAACP, Human Rights Commission, Women's Center University of Wisconsin Platteville, Dubuque Community School District, Multicultural Student Services Clarke College, Dubuque Dispute Resolution Center, United Dubuque Immigrant Alliance. Members from the following departments were also included on the Task Force: Police, Human Rights, Housing & Community Development, Planning Services, Personnel, City Manager's Office. The group met monthly to discuss the structure for training and develop a request for proposals.

The Task Force drafted a request for proposals (RFP) based on the conclusion that the most effective approach to the City's ability to meet the needs of an increasingly diverse public would consist of a combination of three elements:

- an organizational assessment and strategic planning piece that would help to identify areas that need attention;
- training of City staff, and
- a train-the-trainer portion that would equip City staff to perform refresher training as well as training for new staff members.

The City Council approved the RFP, responses were solicited, a subcommittee identified by the Task Force reviewed the responses and recommended that the City Council hire One Ummah Consulting at a three-year cost of \$79,200, which Council approved.

2006-2008: WORK WITH ONE UMMAH CONSULTING

ORGANIZATIONAL ASSESSMENT: One Ummah Consulting completed an initial organizational assessment that included:

- Administering the Intercultural Development Inventory (IDI) to 155 City employees randomly selected across departments, generating a group profile of where we stood as an organization overall in our development of intercultural competence and where each subgroup of departments stood.
- Providing individual IDI profile results with customized feedback to Department and Division Managers, as well as members of the City's Intercultural Competency Steering Team and Intercultural Competency Training Team.
- Conducting employee focus groups with each of the following groups of employees:
 - Employees of color
 - A cross-section of management employees
 - A cross-section of non-management employees
 - Employees with disabilities
 - Gay, lesbian, bi-sexual or transgender employees
 - A cross-section of Male employees
 - A cross-section of Female employees
- Conducting community member focus groups with each of the following groups of community members:
 - Caucasian/White community members
 - African-American/Black community members
 - Latino/Chicano community members
 - Community members with disabilities
 - Gay, lesbian, bi-sexual, transgender community members

- Conducting one-on-one meetings with City Council Members to discuss their experiences working with City staff.
- Compiling a full Report and Recommendations based on the assessment results and holding multiple open sessions for City staff and community members to review and discuss the report.

CAPACITY BUILDING WITH STEERING AND TRAINING TEAMS: A Steering Team was established consisting of City staff from Human Rights, Police, Personnel, City Manager's Office, and Housing. The Steering Team developed a strategic plan around the following elements:

- Hiring an individual in the Personnel Department focused on recruitment and retention.
- Explicitly communicating the City's commitment to diversity and inclusion through web pages, Channel 8 programming, City Manager's messages, and other means easily accessible to the public.
- Reviewing application, selection, and promotion processes to identify possible barriers to recruitment and retention.
- Developing a plan for infusing intercultural training and skills into the structure of the organization.
- Translating key documents to Spanish – the primary language spoken in Dubuque at that time in addition to English.

A Training Team was established consisting of City Staff from Human Rights, Police, Fire, Library, and City Attorney's Office along with community members from Dubuque Community School District, Clarke College Student Life, Human Rights Commission, Dubuque Dispute Resolution Center, and Bluff Street Neighborhood. Members of these teams completed 90 hours of development focused on building skills to lead the ongoing work to apply intercultural skills to diversity and inclusion work.

INITIAL TRAINING WITH CITY STAFF: One Ummah Consulting, with assistance from the newly established Training Team, developed and implemented three foundational training modules for City staff for a total of 10.5 hours of training for every staff person working for the City. Training objectives included:

- developing some shared language;
- raising awareness of the impact of differences on effective communication;
- distinguishing an intercultural approach from other approaches to diversity and inclusion;
- becoming aware of the core principles of an intercultural approach;
- beginning to recognize common miscommunications that occur across cultural differences;
- beginning to develop a deeper understanding of how culture impacts communication dynamics;
- identifying and familiarizing participants with key intercultural skills;
- identifying tools and techniques to increase effectiveness in working with diverse groups of people;
- becoming aware of our own conflict styles and developing the ability to recognize different styles;
- beginning to understand the ways in which culture impacts conflict styles;
- practicing distinguishing different conflict styles;
- becoming aware of the ways in which conflict can escalate if participants are unaware they are using different conflict styles.

2008-2010: STRATEGIC PLAN PROGRESS – CREATING AN ORGANIZATION IN TRANSITION

The Steering and Training Teams focused on implementing the Strategic Plan that had been developed based on the report and recommendations from One Ummah Consulting. To assist in these efforts, the Steering Team developed a Website subcommittee and a Tips subcommittee. Accomplishments included:

- **Structure & Staffing:**
 - Training and Workforce Development Coordinator (TWDC) Position designed, funded by City Council along with a \$10,000 implementation budget, recruited, and filled. Position included coordinating work and guiding efforts around recruiting and retaining a diverse workforce, along with additional training and employee involvement team coordination.
- **Communication and Assessment:**
 - Guiding Principles of the Management Philosophy amended to include intercultural concepts
 - Post Offer of Employment (i.e., background check) policy reduced to writing and posted transparently on the City's web site along with residency requirements
 - "My Dubuque" video created and released
 - Small group meetings held with all department managers and supervisors and all union stewards to obtain feedback on progress and to inform next steps in strategic plan.
 - First Annual Report completed and distributed to nearly 24,000 households through the Telegraph Herald
- **Policy and Practice:**
 - On-line application and recruitment tools researched, Neogov funded by City Council and implemented.
 - Key brochures and major publications translated into Spanish; City Hall signage added in Spanish
 - Domestic Partner Benefits added for City staff
 - Administrative Policy on intercultural competence developed
 - Best practices in recruitment, retention, affirmative action and equal opportunity, flex time, performance planning, departmental performance and accountability measures researched
 - Police Department recruiting and hiring process adjusted, including a pilot involving community members to assist in assessing communication skills with diverse members of the community
 - Incentive program developed for community volunteers and for trainers with full time jobs that do not include service on the training team as part of job description.
- **Skill Building:**
 - Training conducted with front line staff on use of the Language Line
 - One-on-one interviews and coaching with every department manager conducted regarding training, recruitment, retention, and succession planning.
 - Culture Specific Lunch and Learns held related to the following social identities: national origin, sexual orientation, socioeconomic status
 - Additional staff from Fire, Water Resource & Recovery Center, Transit, Water Department trained to serve on the training team, along with two community members from McKesson and two from Loras College.

- Ongoing development for training and steering team members offered through the Intercultural Communication Institute
- 10.5 hours of foundational training offered for new staff
- Intercultural Competency Tips presented monthly at Leadership Team meetings
- Sample interview questions to elicit information on intercultural skills developed and two trainings on using the questions and evaluating responses offered.
- Community Engagement:
 - Police/Community Dialogue on Race developed and implemented
 - Speakers' Bureau consisting of community members who were willing to be trained and available to speak and answer questions on their experiences as a member of an underrepresented group in Dubuque developed and implemented.

TRANSITION

In 2009 and 2010, the Human Rights Department became heavily involved in the Safe Community Task Force, first as a facilitator of meetings and later supporting an outside facilitator and coordinating the Northern Illinois University Study on Crime and Poverty. Recommendations from the SCTF that were focused on developing the skills of individuals aligned with skill development portions of the recommendations from One Ummah Consulting. Other recommendations from the SCTF were focused on policy and procedure, particularly with respect to the operations of the Housing Choice Voucher program.

2010: HUMAN RIGHTS DEPARTMENT RESTRUCTURING

In July 2010 the City Council adopted Safe Community Task Force recommendations, one of which was that increased human relations efforts, including intercultural competence, become a priority and that we work towards increasing tolerance, mutual understanding, and community solidarity. This recommendation was in some ways consistent with a portion of One Ummah Consulting's Report and Recommendations, which noted that the Human Rights Department needed a shift in focus to meet the challenge of "balancing proactive work with the reactive work of investigations" and that "most research in the field of organizational structure in relation to diversity says that capacity-building function should be separate from the investigating function . . . [because] an organization trying to be in *compliance* is different from an organization attempting to demonstrate a level of *commitment* to diversity and inclusion." The recommendation was also consistent with review of local, state, and federal enforcement agency statistics indicating a low rate of findings of discrimination coupled with a steady and sometimes increasing rate of filings indicating that while conflicts persist in the workplace, enforcement has been minimally effective in preventing and/or proactively addressing underlying drivers of the conflicts. Even more crucially, individual case enforcement was having limited impact on population level inequities across traditionally marginalized and underrepresented groups.

In August 2010, the City Council approved the following re-organization:

- Human Rights Department staff members would no longer be involved in compliance and enforcement decisions. Rather, compliance and enforcement decisions filed by community members against outside organizations would be made by the City Attorney's office. As for compliance and enforcement decisions related to City employees, these continued to be made by the Personnel Department consistent with past practice.

- Human Rights Department staff retained:
 - Intake on complaints of discrimination by community members against outside organizations.
 - Mediation of complaints of discrimination filed by community members against outside organizations
 - Public hearings, in conjunction with the Human Rights Commission as decision makers as set forth in the City Ordinance.
- Human Rights Department staff added:
 - Coordinating and expanding intercultural competence training and development in collaboration with the Training and Steering Teams;
 - Coordinating proactive recruitment and retention efforts with the Training & Workforce Development Coordinator re-assigned to Human Rights;
 - Advancing systemic change in collaboration with the Training and Steering Teams.

2010-2013: ONGOING WORK OF THE STEERING AND TRAINING TEAMS

The Steering and Training Teams continued their work with the newly restructured Human Rights Department, with the following results:

- Structure and Staffing
 - Proactive commitment work (Human Rights) separated from the reactive compliance work (Human Resources and City Attorney)
 - Updated the Human Relations Specialist position to reduce the focus on case investigations which were now handled through the City Attorney's office and to increase focus on relationship building with members of traditionally marginalized communities
 - Position of Community Engagement Coordinator developed and funded by City Council in March 2012. Position was filled in July 2012.
- Communication and Assessment
 - Held a half-day strategy session with an outside facilitator to review department manager feedback and begin laying out strategy for employee engagement efforts
 - IDI administered to Training and Steering team members and 120 leaders in the organization who completed a leadership course, generating a group profile. Provided 34 feedback sessions for individual development and conducted six group feedback sessions.
 - Facilitated ten focus groups with employees and an input session with Leadership Team to gather feedback for five-year report and future planning
 - Issued Five-Year Progress Report
 - Facilitated focus group meetings with employees new to the organization in the prior five years to assist in revising orientation process for staff
 - Implemented employee engagement focus groups with Planning Services, 911 Center, Building Services Department, Landfill.
 - Presented employee engagement session for Leadership Team and conducted small group discussions around barriers to effective engagement
 - Created a "Key Concepts" poster for departments
 - Presented on our work at the Upper Midwest Inclusive Communities Conference at the University of Wisconsin, Platteville in fall of 2011, fall of 2012 and fall of 2013.
- Policy and Practice
 - Continued use of NeoGov online applicant tracking system
 - Conducted Training Needs Assessment for the City organization

- Workforce Development Coordinator engaged in one-on-one coaching and recruitment support with Department Managers, with a strategic focus on recruitment for leadership level positions.
- Created and distributed orientation checklist tools
- Designed orientation workshops covering City Manager Form of Government, Management Philosophy, Administrative Policies, Culture of working for Local Government, Community Engagement, Customer Service, Boards & Commissions, Budget, Technology. Orientation included a message from the City Manager, a welcome lunch, and a community tour on the Jule.
- Began investigating best practices in succession planning based on Council priority related to impending retirements.
- Skill Building
 - Began to negotiate with NICC to offer workshops through the Business Consortium as part of the plan to expand community awareness of the importance of intercultural skill development and institutional efforts around diversity and inclusion.
 - Began to develop a 32-hour train-the-trainer program for organizations seeking to begin an intercultural initiative in their organization.
 - Developed and implemented J-term course with UD students, including administration of the IDI with one-on-one developmental feedback, which grew into regular use of IDI and intercultural framework in UD's teacher education program.
 - Continued 10.5 hours of foundational training for new City staff
 - Added and oriented new members to Steering and Training teams
 - Trained additional trainers from the Police Department and the Housing Department to join the training team.
 - Police officers who graduated from four-day train-the-trainer workshop, develop a four-hour Culture and Communication Course for new Police officers and field training officers
 - Human Rights Director completed the Summer Institute for Intercultural Communication Fellows Program; coursework for Intercultural Practitioner Certificate from the Intercultural Communication Institute; and coursework for Intercultural Professional Certificate from the Intercultural Communication Institute.
- Community Engagement
 - Facilitated seven focus groups with residents to gather feedback for five-year report and future planning
 - Began researching best practices on community engagement with a focus on building bridging social capital and engaging residents of diverse backgrounds with government
 - LGBTQ Youth Group developed and launched in partnership with LGBTQ community members and Multicultural Family Center
 - Hispanic Community Group developed in partnership with Latino community members.
 - Black Men Coalition developed in partnership with African-American community members.
 - Continued to coordinate Speakers' Bureau presentations with community members and trained additional community members as speakers
 - Facilitated a second group of officers and community members to join the Police Community Dialogue on Race. Conducted six Police Community Dialogues on Race National League of Cities' National Black Caucus of Local Elected Officials awards City of Dubuque second-place honors in its 2012 City Cultural Diversity Awards for Intercultural efforts and Police Community Dialogue on Race.

- Attempted a collaborative effort with residents interested in developing a community-wide approach to fostering inclusivity in the business community, creating a draft strategy and obtaining input from community leaders.
- Attempted to negotiate agreements with local businesses to do intercultural development work with them but were unsuccessful due to time and resource commitment required to do this work effectively and confidentiality concerns they had in working with local government since we, as an institution, also have enforcement obligations.
- Facilitated development and implementation of Better Together Dubuque conference with LGBTQ community members and partner organizations.
- Facilitated conversations between Hispanic community group and City staff including:
 - Utility Billing regarding the application process
 - Police and Legal Departments regarding the work of the Safe Community Task Force.
- Developed and piloted City Life program in the spring of 2013, engaged alumni to make revisions and offered revised session in the fall of 2014
- Training Team continued offering training with external organizations but with an intentional capacity building focus so that the organizations might continue the work on their own accord.
 - Implemented monthly half-day development sessions with teams from Body & Soul Wellness Center, Hillcrest Family Services, Riverview Center, and Goodwill to administer the IDI, provide individual and group feedback, and build internal intercultural competence teams in their organizations.
 - Worked with Capri College to develop a steering committee, administered the IDI and provided feedback, held focus groups with staff and students, provided recommendations
 - Implemented 5-hour Introduction to Intercultural Communication workshop for Board and Commission members and general public
 - Implemented first four-day train-the-trainer workshop in the spring of 2012 with participants from the Police Department, Loras College, the Community Foundation of Greater Dubuque, the University of Dubuque, the Housing Department, the Multicultural Family Center, Hills and Dales, the Transit Department, NICC, the Leisure Services Department, Hempstead High School, and the University of Wisconsin Platteville.
 - Implemented revised four-day workshop in the fall of 2012 and summer of 2013 with a stronger focus on leading intercultural development work and the following objectives: developing a deeper understanding of how culture impacts communication and conflict dynamics; recognizing common miscommunications that occur across differences; identifying and familiarizing participants with key intercultural skills; identifying tools and techniques to increase effectiveness in working with diverse groups of people; discovering the origins of emotional reactions to experiencing difference; beginning to examine the process of change and ways to create inclusive environments so people can meet their potential.
- Offered one to two hour workshops for an additional 375 people from various organizations throughout the community.

Community Context: Community partners engaged Kaleidoscope Group as a consultant to work on leadership alignment around community inclusion, which led to the launch of the Inclusive Dubuque Network in October 2013. Inclusive Dubuque began discussions about carrying out a process for a

community-wide equity assessment and became a City Council priority. Also in 2013, the U.S. Department of Housing and Urban Development issued A Letter of Findings related to the City's fair housing obligations as a recipient of federal funds. The Letter included findings that certain policy decisions by the City had the effect of disproportionately negatively impacting African-Americans. Both of these developments had a significant impact on prioritization of our work in the Human Rights Department and the decision to shift from a human relations approach to an advancing equity approach in our government role.

2014-15: SHIFT TO ALIGN WORK WITH INCLUSIVE DUBUQUE

Following the launch of Inclusive Dubuque as a City Council priority and the findings from HUD, the Human Rights Department began to supplement the focus on individual skill development and relationship building with collaborative work to advance equity. We continue to take an intercultural approach to our work, and we offer individual skill development opportunities to City staff and partner organizations through the City's orientation program for new employees and through a four-day intensive workshop designed for City staff interested in leading equity and inclusion work and community partners who receive City funding.

During 2014 and 2015 we transitioned and expanded our cross-departmental teams. The Steering Team became the Recruitment and Retention Team and membership on the team expanded to several additional department managers. The team maintained a focus on internal workforce development for the City organization. The Media and Website teams combined into one Communication Team and expanded its membership. A new internal team, the Inclusive Dubuque Core Team, launched.

The initial work with the Inclusive Dubuque Core Team involved meeting with departments to lay out the details of the Inclusive Dubuque network, to identify Inclusive Dubuque champions in departments, and to begin to establish a collective impact framework for impacting inclusion.

Accomplishments in 2014-15 included:

- Structure and Staffing
 - Redesigned the Human Relations Specialist position to that of Equity Outreach Coordinator
- Communication and Assessment
 - Developed key concept videos for staff to use in training within their departments
 - Developed an equity tool and shared language around equity
 - Met with leadership teams in each Department to present on Inclusive Dubuque, assess the current status of equity work within the department, and begin to have action plan discussions
 - Began to identify action plan areas for each department
- Policy and Practice
 - Implemented new employee orientation workshops
 - Developed an Intranet to improve staff access to tools and resources
 - Developed transition planning outline and tools for Departments
 - Developed civil service informational packet and resources
 - Completed the Training Needs Assessment with City staff
 - Investigated possibilities for improved orientation using Neogov Onboarding modules
 - Developed uniform recruitment tools including Recruitment and Selection Checklist, Civil Service Commission Flowchart, Tips on Recruiting a Diverse Applicant Pool.
 - Worked on a skill development pipeline for EMTs/paramedics with NICC

- Worked on recruitment plans with Public Works
- Skill Building
 - Continued to offer training for new City employees, a four-day intensive workshop annually, and other staff workshops on request with a capacity building focus
 - Hosted key concept refresher sessions with Leadership Team, Public Works and the Fire Department
 - Developed Community Engagement Toolkit for staff and trained Leadership Team on use of the toolkit, including the portions related to equity and inclusion in participation
 - Developed and implemented three educational sessions with hiring managers and supervisors in Leisure Services department focused on leveraging existing internships, part-time, and seasonal positions as a pipeline to full time employment.
 - Joined the Government Alliance on Race and Equity as an inaugural member and arranged for them to provide a workshop on individual, institutional, and structural levels of implicit and explicit bias for nearly 300 City staff.
- Community Engagement
 - Continued City Life
 - Collaborated with Inclusive Dubuque to develop a Community Equity Profile, an extensive process that sought to discover how diverse groups are affected by various community systems that impact economic wellbeing, housing, education, health, safe neighborhoods, transportation, and arts and culture.
 - Met with career coaches in various organizations to share information about civil service process with their clients
 - Worked with teams involved in revising the budget process, updating the Consolidated Plan, and revising City Life to develop and carry out community engagement using the toolkit.
 - Worked with Inclusive Dubuque to implement process to develop Equity Profile, including training of 24 diverse community members as facilitators, hosting dialogue sessions throughout the community, distributing surveys, collecting data, and finalizing and releasing Community Equity Profile. Planners met with formal and informal community leaders of underrepresented communities to develop culturally appropriate processes, establish parameters of participation, translate materials, and conduct dialogue sessions. Events attended to gather input included Juneteenth, Spanish mass, Marshall Islands Constitution Day, PrideFest, Friends of India celebration, and meetings of LULAC, NAACP, Tri-state Muslim Association, and Filipino residents.
 - Community members from nine community resource groups helped to:
 - Facilitate Inclusive Dubuque dialogues
 - Host school dialogue on student concerns
 - Serve in advisory role with Police Department
 - Facilitated interactions between community members in group called Cultural Voices and members of the Police and Housing Departments to increase awareness and understanding of how department service delivery may be impacting immigrants and refugees

In November 2015, Inclusive Dubuque released the Community Equity Profile. The profile documented inequities, particularly around race, across all major indicators of wellbeing including economic, housing, health, education, safety, transportation, and arts & culture. The full profile is contained at www.inclusivedbq.org/community-equity-profile. The City Council began to explicitly include equity, in addition to inclusion, in its vision/mission statements, certain outcomes for City Council goals and, ultimately, in the Imagine Dubuque Comprehensive Plan. The remainder of this report details our

department's current focus on advancing equity in collaboration with a variety of City and community partners.

Any reflection on the progress made must take into consideration the fact that two positions became vacant and were frozen for a period of time due to budget issues. The Training and Workforce Development Coordinator position was frozen from 2/26/2016 to 2/4/2019 and the Community Engagement Coordinator was frozen from 9/30/2016 to 2/22/2019. Now these two positions with the titles of Strategic Workforce Equity Coordinator and Community Engagement Coordinators are once again funded and filled. During the time these two positions were initially created and filled, we were able to gather momentum with in turn created expectations of change. Losing the positions for a period of three years, and the associated loss of momentum and inability to meet expectations has created some frustration within the organization that we are now working to recover from.

ADVANCING EQUITY & INCLUSION

PROGRESS REPORT 2016-2019

OVERVIEW

CITY COUNCIL 2035 VISION STATEMENT

Dubuque 2035 is a sustainable and resilient city and an inclusive and equitable community. Dubuque 2035 has preserved our Masterpiece on the Mississippi, has a strong diverse economy and expanding connectivity. Our residents experience healthy living and active lifestyles; have choices of quality, livable neighborhoods; have an abundance of fun things to do; and are engaged in the community.

CITY MISSION STATEMENT

Dubuque city government is progressive and financially sound with residents receiving value for their tax dollars and achieving goals through partnerships. Dubuque city government's mission is to deliver excellent municipal services that support urban living; contribute to an equitable, sustainable city; plan for the community's future; and facilitate access to critical human services.

What kind of community do you want for your children, grandchildren, friends and neighbors, both new and long standing? The only way to have a viable, livable, and equitable community is to make it so. It will not just happen on its own. We all share responsibility to develop the action steps, create the strategies for success, be inclusive in our efforts, and make our community sustainable and resilient.

[Introduction to Imagine Dubuque Comprehensive Plan](#)

The City of Dubuque is dedicated to a viable, livable, and equitable community, and City staff play a key role in contributing towards community sustainability. City staff is committed to:

- ongoing learning that includes developing and applying intercultural skills
- delivering high levels of customer service to community members of all cultural backgrounds
- advancing a healthy environment where staff and community members maintain strong, positive relationships and work effectively together
- removing barriers that are preventing inclusive and equitable service delivery
- contributing towards the creation of a more inclusive and equitable community where life outcomes can no longer be predicted based on the circumstances of one's birth.

This report summarizes work over the past four years to develop a structure and begin to operationalize equity within City government operations and with our community partners.

A NOTE ABOUT DIVERSITY, EQUITY, AND INCLUSION

There is a lot of talk these days about diversity, equity and inclusion and an equal amount of disagreement about what these terms mean. Reduced to its simplest form, and in the words of Tonya Allen with the Skillman Foundation: diversity is when we count people, inclusion is when people count, and equity is when we can no longer use circumstances of birth to predict life outcomes. This report includes efforts in all of these areas.

The work to be inclusive and advance equity is life-long work that requires a focus on individual growth and development along with a focus on co-creating new ways of operating that bring us closer to more equitable outcomes. This report is a report of an ongoing and ever-changing journey.

Intercultural Competency is a developmental, research-based practice focused on:

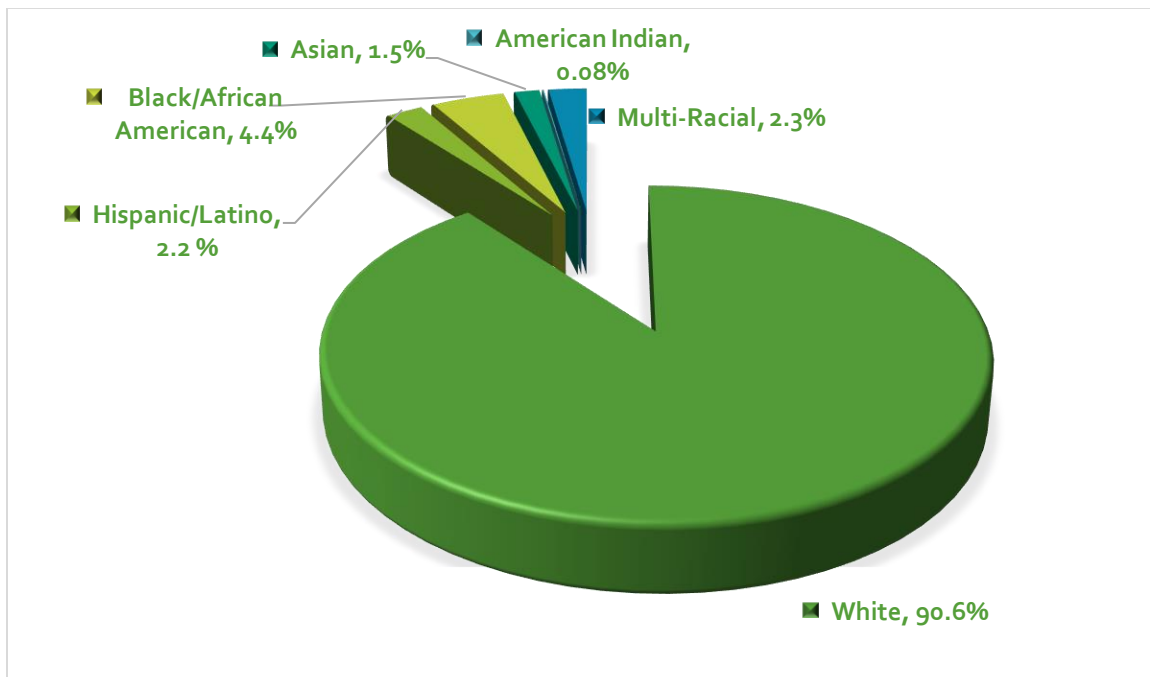
Improving skills over time through experience and practice

Working well across backgrounds, experiences, and worldviews that differ from what either individual is used to

Leading in ways that leverage our differences in order to ensure effective service delivery to all segments of the population.

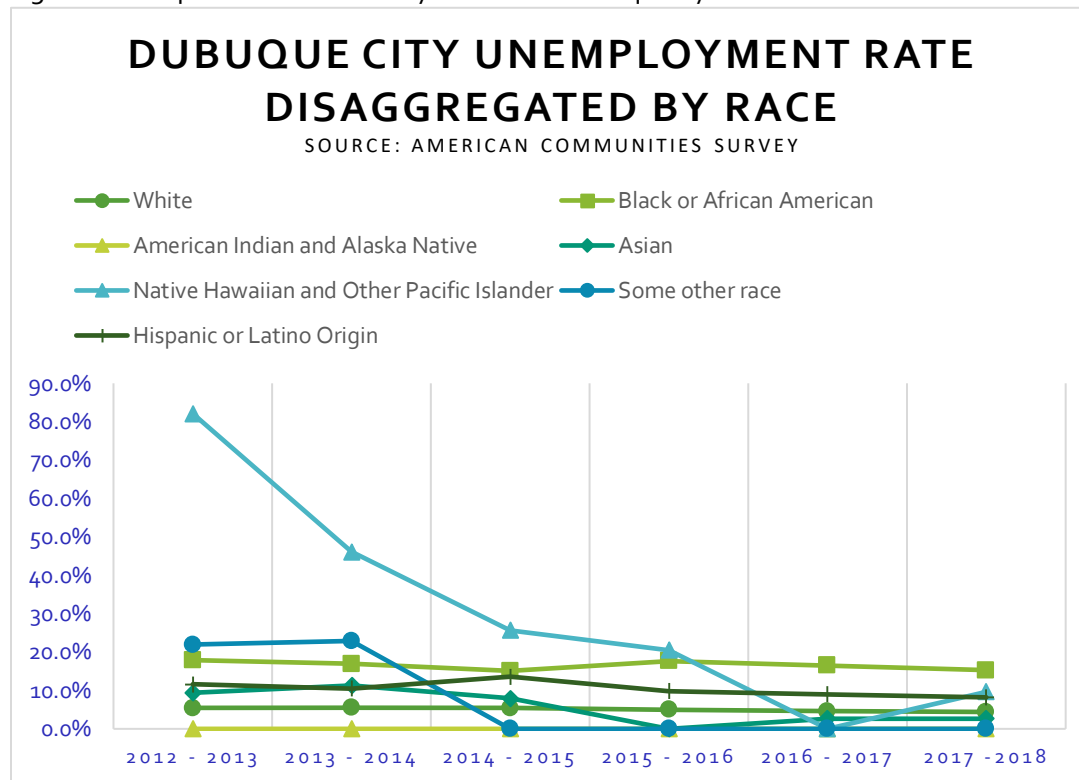
COMMUNITY DEMOGRAPHICS AND POPULATION LEVEL INEQUITIES

The face of Dubuque continues to change. The 2013-2017 American Community Survey estimates the following demographic makeup of our community.

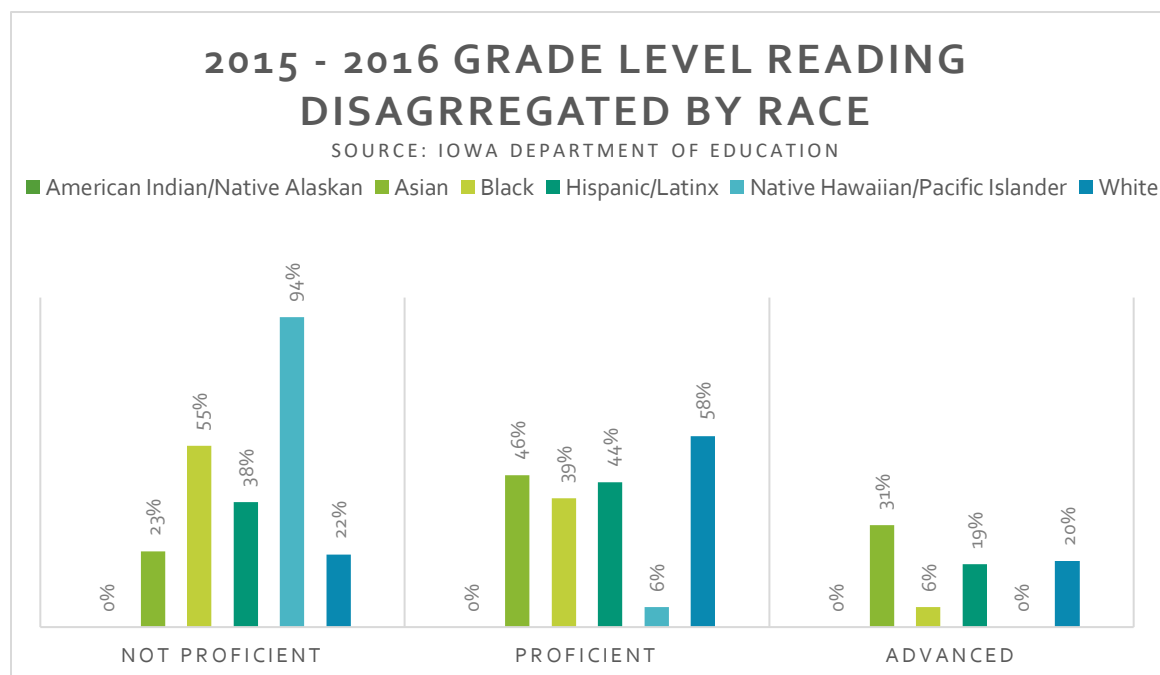


Employment

Like the majority of U.S. American cities, non-white populations in the City of Dubuque experience significant disparities across nearly all indicators of quality of life.

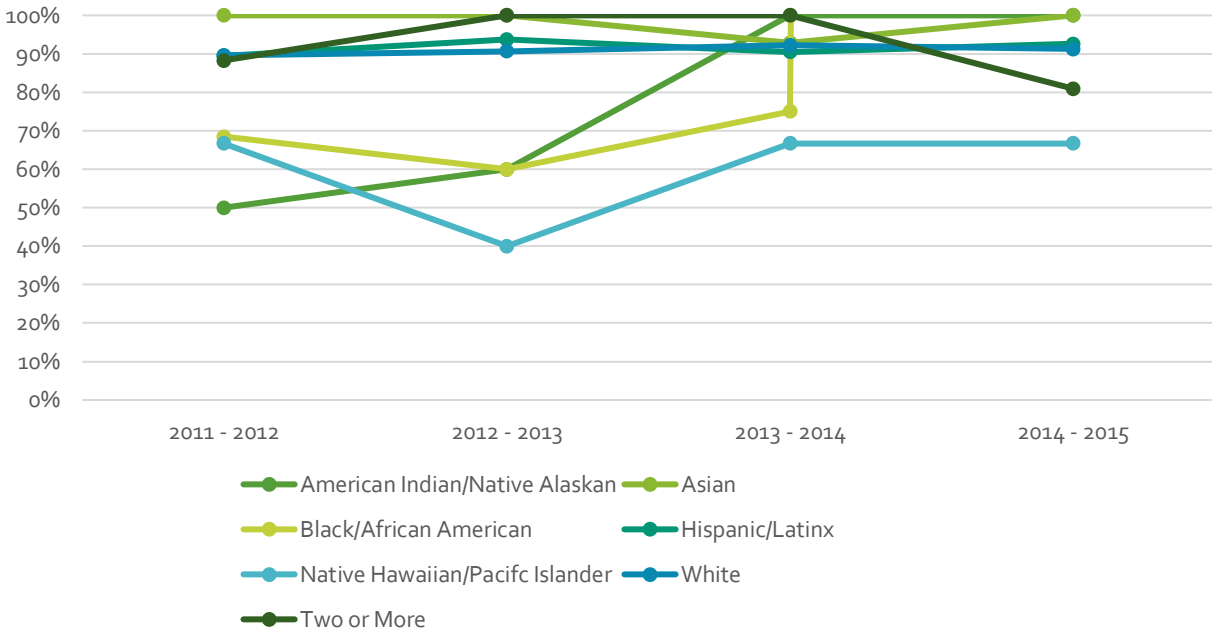


Education

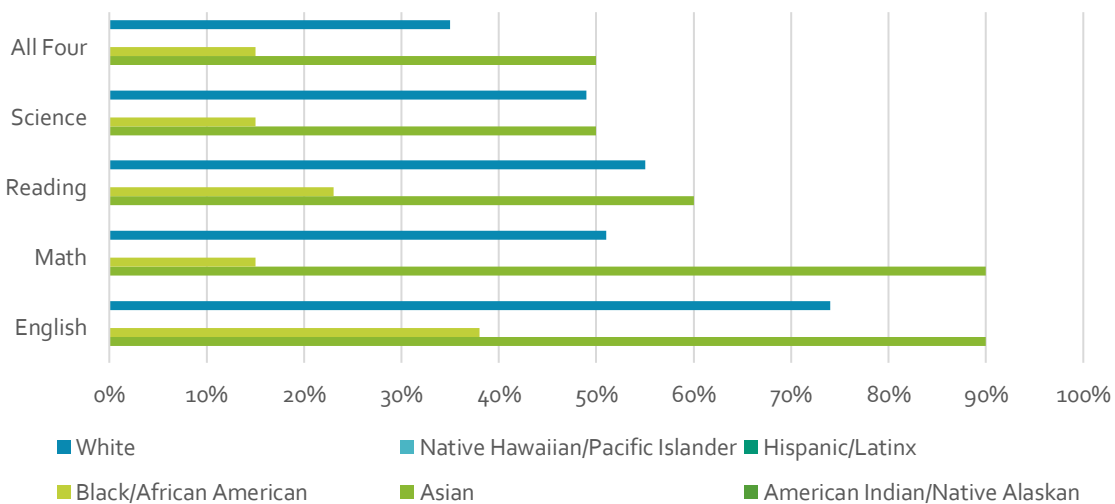


High School Graduation Rates Disaggregated by Race

Source: Iowa Department of Education



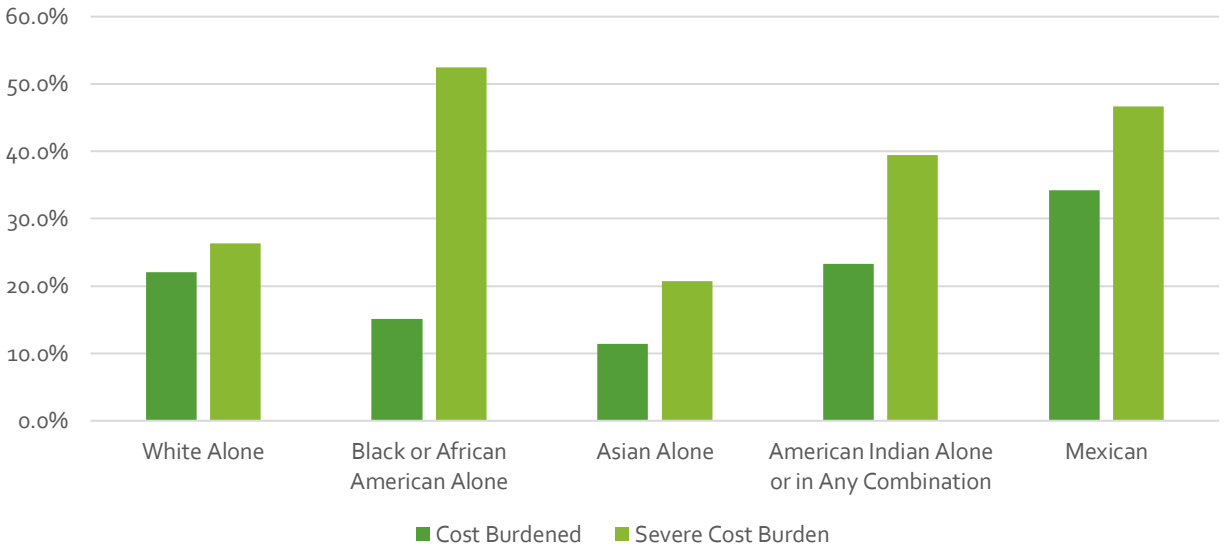
College Readiness Benchmarks for 2016 Graduates



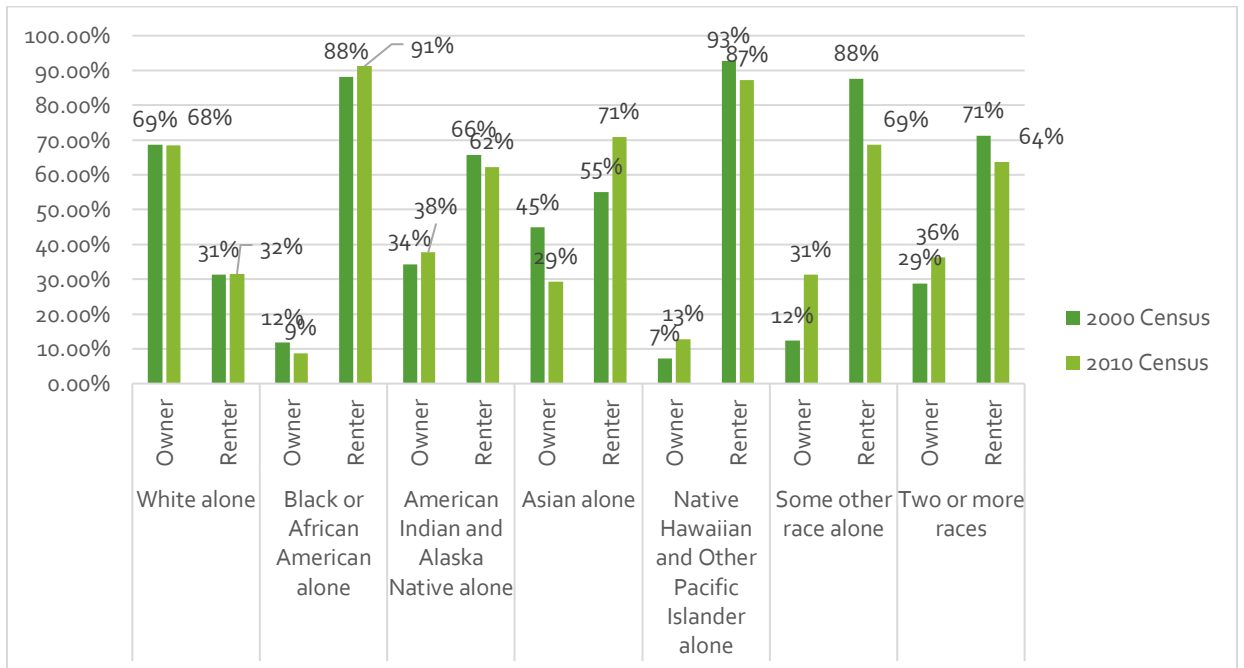
Housing

Housing Cost Burdened Population Groups Disaggregated by Race

[American Communities Survey 2015]



Homeownership Rates



Statistical realities, however, cannot tell the story of the individuals represented in these numbers. That story is best told through reciprocal relationships of co-creation that build upon the strength, resilience, and knowledge of the community members most impacted by the social structures we have created, along with the understanding of those structures that those of us who have benefitted from them can bring to the conversation. A foundational premise of our work is relational reciprocity.

ORGANIZATIONAL GOALS

Interventions at the individual, institutional, and structural levels can help us advance equity.

- Individual interventions include educational opportunities to develop self-awareness regarding cultural identity, and an understanding of the interconnectedness between people and context.
- Institutional interventions include practices and procedures that are effective in fostering inclusive participation and contributions from a variety of people from different backgrounds.
- Structural interventions include collaboration across sectors to remove barriers and advance policies that create a more equitable culture.

To advance equity in these areas, the City has established a set of four organizational goals. Using an intercultural communication approach and skills, Human Rights Department staff members assist each department in identifying the interventions that would be most appropriate for its equity plan in one or more of four goal areas. The first three of these goals involve working at the individual and institutional levels within City government, while the final goal involves external partnerships across sectors to begin to address structural issues. Given the degree of disproportionality residents of color continue to experience in major quality of life indicators, the current objectives under each goal area are focused specifically on racial equity.

A variety of equity teams lead institutional level efforts around each of these goals, which includes requiring each department to develop an equity plan that describes department level actions that contribute towards advancing equity. As of 2019:

- Seven departments finalized department level plans and are in the implementation phase (Housing, Leisure Services, Planning, Police, Public Works, Human Rights, Library, City Clerk).
- Ten departments established equity leads within their department, completed self-assessments, and began to draft their plans (Fire, Transportation, Information Services, Engineering, Public Information, Budget, Building Services, City Manager's Office, Health, Legal).

TEAM STRUCTURE

In general, the equity teams serve to: 1) collaborate with internal and external partners on reviewing, adapting, and implementing equity and inclusion best practices; and 2) infuse equity and inclusion into department operations using an intercultural approach.

Equity Core Team

This team serves as central coordinator for advancing equity within government and in partnership with community. Human Rights Department staff make up the Core Team. They facilitate the other equity teams and coordinate the development and reporting out on equity plans and efforts within and across departments while continuing their own skill development.

Data Team

The Data Team assists with collecting and analyzing data for documenting, measuring, and evaluating progress on equity plans, continues their own skill development, and shares and implements learning within their departments.

Recruitment and Retention Team (ARCHES)

This team recommends department and organization level strategies related to equitable and inclusive workforce needs (recruitment, employee relations, retention, professional development), models application within departments, analyzes applicant and City workforce demographic data, continues their own skill development, and shares and implements learning within their departments.

Grants and Contracts Team

This team works with grantees and contractors to advance equity and inclusion in the programs and services they are delivering with City funds and in their larger organizations, continues their own skill development, and shares and implements learning within their departments.

Facilitation Team

This team designs and delivers Foundations and Advanced equity workshops for City staff and grant and contract partners using an intercultural framework to build skills to operationalize equity, continues their own skill development, and shares and implements learning within their departments.

Communications Team

This team builds culture by developing a unified, equitable and inclusive message across departments using an intercultural framework, communicates and helps to celebrate accomplishments related to equity and inclusion, continues their own skill development, and shares and implements learning within their departments.

Community Engagement Team

This team cultivates and develops new equity leadership, coordinates active community engagement using an intercultural framework when making decisions related to equitable delivery of City services and programs, continues their own skill development, and shares and implements learning within their departments.

GOAL 1: ADVANCE EQUITY THROUGH WORKFORCE RECRUITMENT AND RETENTION EFFORTS

In order to insure an equitable and inclusive work environment, it is important for staff to be examining data around the following questions:

- Who has the necessary skills for the jobs we have available?
- Who applies for those jobs and how are they learning about the application process and openings?
- What are the civil service trends in departments using civil service exams?
- Who is and is not getting hired for the jobs?
- Who is and is not receiving development opportunities?
- Who is and is not receiving promotions?
- Who is leaving the organization and why?
- What steps will we take, within our sphere of influence, to address what we discover?

As of 2019, the ARCHES (Attract, Recruit, Confirm, Hire, Engage, Sustain) team:

- established a workforce data trendline and an Excel dashboard;
- revised the position description for the frozen position of Strategic Workforce Equity Coordinator, recruited, and filled the position;
- reviewed the community skills gap analysis and identified strategic recruitment priorities related to this analysis;
- researched best practices in exit interviews and employee resource groups;
- developed and piloted an exit interview process.

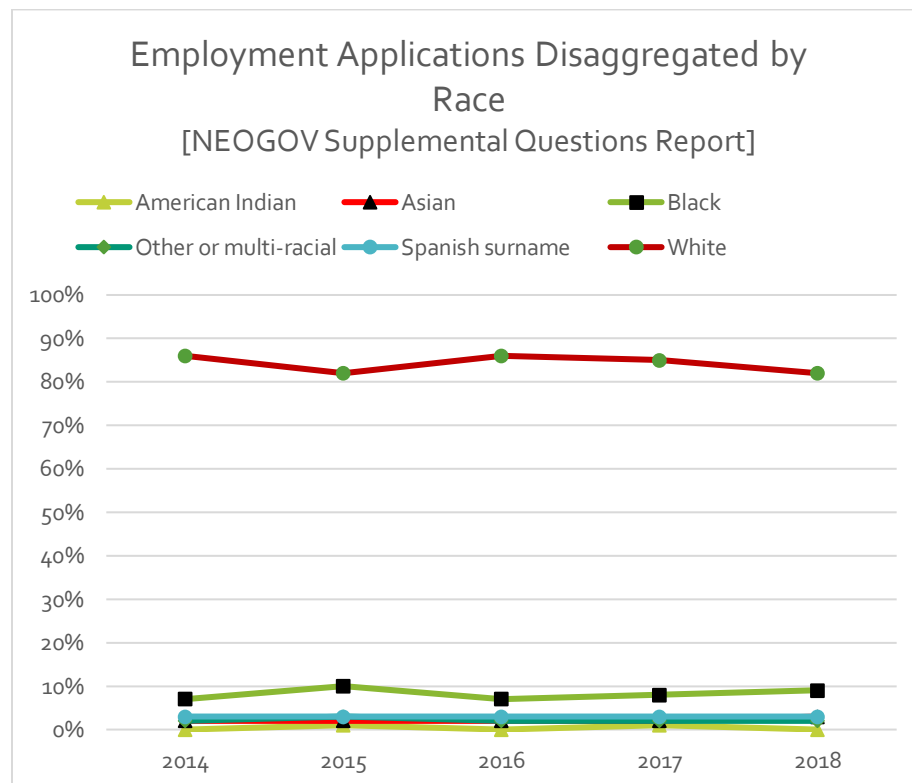
CITY WORKFORCE DATA TRENDS

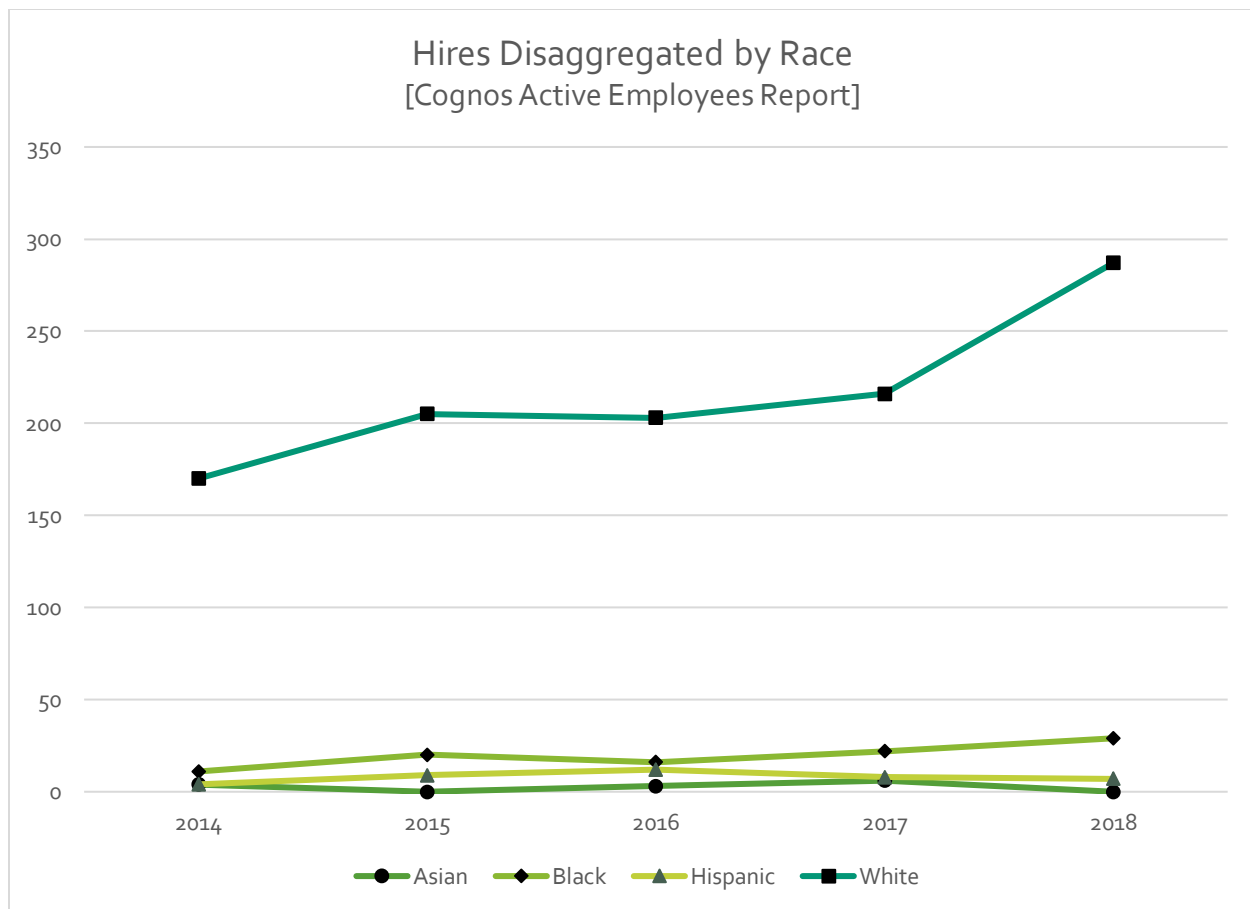
In comparing December 2015 workforce data to December 2018 data, we see that there has been an increase in the number of men working part-time and a decrease in the number of men doing seasonal work. We also have seen a slight increase in the number of black, full time employees and Hispanic part-time employees, while non-white seasonal employees have been decreasing. It is important to note that the Training and Workforce Development Coordinator position was frozen in 2016 and was not filled again until February of 2019.

| Active Employees | 2015 | 2018 |
|-------------------|------|------|
| Men (Full Time) | 411 | 400 |
| Women (Full Time) | 129 | 132 |
| | 540 | 532 |
| Men (Part Time) | 60 | 74 |
| Women (Part Time) | 85 | 85 |
| | 145 | 159 |
| Men (Seasonal) | 147 | 117 |
| Women (Seasonal) | 159 | 120 |
| | 306 | 237 |

| | | |
|------------------------------------|-----|-----|
| White (Full Time) | 522 | 510 |
| Black (Full Time) | 10 | 15 |
| Hispanic (Full Time) | 6 | 6 |
| American Indian (Full Time) | 1 | 1 |
| Asian/Pacific Islander (Full Time) | 1 | 0 |
| | 540 | 532 |
| White (Part Time) | 145 | 141 |
| Black (Part Time) | 10 | 11 |
| Hispanic (Part Time) | 4 | 7 |
| American Indian (Part Time) | 0 | 0 |
| Asian/Pacific Islander (Part Time) | 1 | 0 |
| | 160 | 159 |
| White (Seasonal) | 283 | 226 |
| Black (Seasonal) | 13 | 6 |
| Hispanic (Seasonal) | 7 | 4 |
| American Indian (Seasonal) | 0 | 0 |
| Asian/Pacific Islander (Seasonal) | 3 | 1 |
| | 306 | 237 |

Looking more closely at annual applicant and hire trendlines for all jobs across the City organization, we can see some improvements in the racial diversity of the applicant pool, and hires, over time.





However, the largest numbers of hires of non-white applicants each year continue to be at the seasonal level.

| Full Time Hires by Race & Gender | | | | | | | |
|----------------------------------|------|------|------|------|------|-------|---------|
| | 2014 | 2015 | 2016 | 2017 | 2018 | Total | Percent |
| Asian Women (Full Time) | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Asian Men (Full Time) | 1 | 0 | 0 | 0 | 0 | 1 | .7% |
| Black Women (Full Time) | 0 | 4 | 3 | 0 | 2 | 9 | 6% |
| Black Men (Full Time) | 0 | 0 | 2 | 0 | 0 | 2 | 1.3% |
| Hispanic Women (Full Time) | 1 | 2 | 0 | 0 | 0 | 3 | 2% |
| Hispanic Men (Full Time) | 0 | 0 | 0 | 1 | 0 | 1 | .7% |
| White Women (Full Time) | 3 | 7 | 7 | 4 | 3 | 24 | 16% |
| White Men (Full Time) | 20 | 21 | 19 | 24 | 25 | 109 | 73% |

| Part Time Hires by Race & Gender | | | | | |
|----------------------------------|------|------|------|------|------|
| | 2014 | 2015 | 2016 | 2017 | 2018 |
| Asian Women (Part Time) | 2 | 0 | 1 | 0 | 0 |
| Asian Men (Part Time) | 0 | 0 | 0 | 0 | 0 |
| Black Women (Part Time) | 2 | 1 | 1 | 2 | 2 |
| Black Men (Part Time) | 1 | 5 | 3 | 5 | 2 |
| Hispanic Women (Part Time) | 0 | 1 | 0 | 1 | 0 |
| Hispanic Men (Part Time) | 1 | 1 | 3 | 0 | 1 |
| White Women (Part Time) | 16 | 22 | 20 | 15 | 19 |
| White Men (Part Time) | 18 | 21 | 23 | 23 | 17 |

| Seasonal Hires by Race & Gender | | | | | |
|---------------------------------|------|------|------|------|------|
| | 2014 | 2015 | 2016 | 2017 | 2018 |
| Asian Women (Seasonal) | 0 | 0 | 2 | 2 | 0 |
| Asian Men (Seasonal) | 1 | 0 | 0 | 4 | 0 |
| Black Women (Seasonal) | 2 | 4 | 3 | 6 | 13 |
| Black Men (Seasonal) | 6 | 6 | 4 | 9 | 10 |
| Hispanic Women (Seasonal) | 0 | 0 | 3 | 3 | 2 |
| Hispanic Men (Seasonal) | 2 | 5 | 6 | 3 | 4 |
| White Women (Seasonal) | 62 | 80 | 84 | 90 | 128 |
| White Men (Seasonal) | 51 | 54 | 50 | 60 | 95 |

| | 2009 | 2013 | 2019 |
|--|------|------|------|
| Female staff on City Leadership Team | 12 | 25 | 50 |
| Staff of Color on City Leadership Team | 0 | 4 | 8 |

| | 2009 | | 2013 | | 2019 | |
|------------------------------|------|-----|------|-----|------|-----|
| Female Department Managers | 10 | 37% | 10 | 37% | 17 | 61% |
| Department Managers of Color | 0 | 0% | 1 | 4% | 1 | 4% |

HIGHLIGHTS OF DEPARTMENT LEVEL ACCOMPLISHMENTS RELATED TO GOAL #1

Each department contributes towards turning the curve on organization workforce equity trends through their department level equity plans related to staff development, recruitment, and retention within the department.

STAFF KNOWLEDGE AND TOOLS

In order for staff to be proficient in applying an equity lens to their work, it is important to consider and address the level of staff understanding around some key concepts. For example:

- To what extent do staff members understand individual implicit biases and ways to interrupt their own biases?
- Does staff understand the importance of evaluating unintended consequences and making adjustments to improve outcomes?
- To what degree do staff share an understanding of equity and the ways in which policies and procedures historically openly discriminated in ways that continue to impact people today?
- Is staff prepared to engage the public in equitable and inclusive ways?
- Do staff members actively analyze data to determine who is and is not benefitting from current ways of operating?
- Are staff able to see the world through the eyes of those who are being most negatively impacted across a variety of quality of life indicators?

The most helpful part of today's session was tying the equity piece into my day-to-day work.

Participant in City staff workshop

- Staff in Housing, Human Rights, Police, Planning, and the City Manager's Office have received progressive trainings on an annual basis on applying a racial equity framework, using results-based accountability to track progress, identifying right-sized problems that can contribute towards Affirmatively Furthering Fair Housing through the Fair Housing Action Plan, and having effective conversations about race and racial equity.
- 37 new staff members across all departments attended 10.5 hours of intercultural and equity foundations workshops.

- 29 equity team leads and staff from partner organizations attended a 32-hour workshop on developing an equity framework.
- Staff serving on equity teams continue their learning and are beginning to apply concepts through the development and implementation of equity plans.
- Seasonal summer staff in Leisure Services attended equity training as part of orientation and reported having an improved understanding and communication with youth in the summer programs.
- Leisure Services piloted a department-wide equity survey, following up with three small group sessions and utilizing the information obtained to help inform the department plan.
- Twelve equity team members and two partner organizations attended the membership meeting for the Government Alliance on Race and Equity in Chicago. Equity team members also are involved in regular subject area teleconferences through the Government Alliance on Race and Equity and obtain best practices information through the member portal.

We have infused racial equity vocabulary and conversations into each of our staff meetings as a way to continue planning on how to implement a racial equity lens in all of our programming.

Multicultural Family Center staff

- Field training officers attended specialized Emotional Intelligence training, and Police Department staff were trained as trainers.

ADJUSTMENTS IN RECRUITMENT PRACTICES

Historically, each department has been largely responsible for documenting, tracking, analyzing, and adjusting the recruitment activities within their department. Examples of various practices piloted by departments include:

- Regularly reviewing job descriptions to eliminate language that may deter interested applicants and to ensure that all information is relevant to the specific job;
- Participating in Road to Success – a program offered by the Black Men Coalition and Multicultural Family Center – to provide interview skill development with youth and to conduct actual interviews for summer positions;
- Analyzing department level applicant and hiring trends and identifying where there is a need to work collaboratively to develop a pipeline of qualified applicants.
- Partnering with local colleges, military, workforce development, and advocacy groups to design recruitment efforts;
- Removing photos and other identifying information from candidate applications.
- Developing and filling a registered apprenticeship program to provide training and experience to underrepresented groups
- Moving to an annual civil service exam schedule.
- Establishing internship, apprenticeship and fellowship programs as a pipeline to employment, including in the Fire Department, Police Department, Public Works Department, and the City Manager's Office.

The 2018 Police testing pool saw an overall 27% decrease in the number of applicants but saw an increase in minority candidates from 14% to 23%. Female applicants increased from 9% to 13%.

57% of participants in the Community Resources Officer program have gone on to become officers since the program was started in 2010.

Examples of practices implemented through Human Resources:

- Accepting electronic and paper applications;
- Improved usage of Neogov, expanding it to civil service applicants.
- Piloted use of LocallQ recruitment service
- Evaluating positions for civil service coverage.

ADJUSTMENTS IN RETENTION PRACTICES

Pilot departments have just begun to analyze retention data at the department level and limited data is available until the organization implements a more formal exit interview process. Initial steps that have been piloted in some departments include:

- Encouraging and supporting employees of color in joining membership organizations dedicated to the advancement of minority leadership in the public sector.
- Updating a performance evaluation process to place more focus on goals and interests and less focus on outputs.
- Upgrading four of six fire facilities to have both male and female restrooms and selecting a uniform company with clothing in women's cut and sizing.

GOAL 2: ADVANCE EQUITY THROUGH GRANT, CONTRACT, AND PURCHASED SERVICES AGREEMENTS

During the FY19 budget year, the City of Dubuque budgeted a total of \$2,982,867 to be paid to a variety of grant, contract, and purchased services partners focused on economic development, housing, health, and social and human services. The budgeted amount also includes funds allocated for Arts & Culture, Neighborhood, Community Development Block Grant and Sustainability grant programs. The FY20 budgeted amount is \$3,022,084.

In order for our grant and contract partners to be proficient in helping us to advance equity and inclusion in our community, it is important to have conversations with our partners around the following:

- What is the level of partners' understanding of implicit bias, historical discrimination, unintended consequences, and equity?
- Which of our partners have equity and inclusion plans?
- Who is contributing towards the City's equity and inclusion goals and how are they measuring and reporting their contribution?

It also is important to know:

- Who does and does not apply for City funding opportunities and how do they become aware of the process for applying?
- Who does and does not receive City funding?
- Who is and is not situated to be competitive for City funding opportunities?

HIGHLIGHTS OF ACCOMPLISHMENTS RELATED TO GOAL 2

For the first time, contracts and grant agreements in FY18 included a requirement that recipients actively support the City's efforts to be a viable, livable, and equitable community and to advance equity and inclusion. In order to provide support and track progress, the Grants and Contracts Equity Team:

- Developed and piloted a standardized end of year report;
- Held initial meetings and workshops for contracted services partners, sustainability grant applicants, arts grant applicants, and purchased services applicants to:
 - introduce expectations;
 - identify ways to begin to apply an equity lens to their work;
 - explain the reporting format;
- Invited recipients to attend the Human Rights Department's 32-hour workshop on developing an equity framework;
- Invited recipients to join the Inclusive Dubuque Network and to register for the 9-month series *Best Practices in Diversity, Equity and Inclusion*;
- Reviewed and analyzed end of year reports and submitted a series of recommendations to the City Manager regarding Department Manager oversight of contractors, alignment with City Council goals and STAR indicators, and focused measurement at the program level;
- Co-facilitated the grant orientation workshop for grant applicants on equity and inclusion expectations.

Partners receiving funding reported the following changes in policy/practice designed to remove barriers and/or improve awareness, access, or participation during FY18 and FY19:

- obtaining funding to provide onsite childcare for students who enroll in Opportunity Dubuque programs;
- expanding access to the Mobile Crisis Unit for individuals who need brain health care and are intoxicated or under the influence;
- translating pamphlets, brochures, and posters into Marshallese and improving outreach by participating in community events offered by the cultural community;
- co-creating aspects of programming with impacted community members and engaging minority owned businesses to be part of that programming;
- adding a funding priority/points for projects that demonstrate inclusiveness in planning, marketing, and execution of a project;
- adding questions to grant applications related to equity and engagement;
- providing free, public monthly professional development opportunities for arts and culture leaders and volunteers on equity and inclusion best practices;
- offering an all-female version of the musical 1776; and
- expanding low income program to include free rides to medical appointments for DuRide members who receive public assistance.

Partners reported the following outcomes during FY18 and FY19 (note that most partners are not yet disaggregating their data based on race):

- 1700 people were able to get their taxes done for free as part of the Volunteer Income Tax Assistance (VITA) program;
- 650 people learned more about trades and apprenticeship programs;
- 6,290 neighborhood newsletters were distributed in census block groups with 65% low-moderate income residents;
- Neighborhood hosted events reached 1,060 people;

- Of the 138 people served by the VNA as part of the Bee Branch Healthy Homes Program:
 - 7/22 (32%) of racial/ethnic minority families had positive outcomes in Economic Needs
 - 6/12 (50%) of racial/ethnic minority families had positive outcomes in Education Needs
 - 7/60 (12%) of white families had positive outcomes in Economic Needs
 - 5/21 (24%) of white families had positive outcomes in Education Needs
 - 16/45 (36%) of racial/ethnic minority people had positive outcomes in Health Needs
 - 22/121 (18%) of Caucasian/Non-Hispanic people had positive outcomes in Health Needs
 - 19/45 (42%) racial/ethnic minority households served had positive outcomes in Built Environment Needs
 - 77/145 (53%) of Caucasian/Non-Hispanic households served had positive outcomes in Built Environment Needs;
- Dubuque Main Street now requires eligible foot vendors at the Dubuque Farmer's Market to accept SNAP & Double Up Food Bucks, and has increased token distribution for the program by 47%, allowing individuals receiving food benefits to access fresh, healthy food at the Farmer's Market;
- DuRide provided more than 12,000 rides for seniors for medical appointments, nursing home visits, social excursions, shopping, and church services;
- Crescent Community Health Center, through the *Dubuque Pacific Islander Health Project*:
 - increased enrollment of Pacific Islanders in prevention programs and treatment;
 - increased primary care relationships;
 - decreased ER visits by 38%;
 - decreased missed appointments by 60%.

GOAL 3: ADVANCE EQUITY THROUGH SERVICE DELIVERY AND COMMUNITY ENGAGEMENT

In 2018-19, the Equity Core Team, Equity Data Analysis Team, and Community Engagement Team supported departments who were developing equity plans and learning to apply an equity lens to City operations and services, including community engagement.

In order to insure our services are being delivered in an equitable manner and the community is equitably engaged with government, it is important to consider and address:

- Who is and is not accessing or using City services or programs and why?
- Who is and is not better off as a result of programs and services we offer and why?
- Who is experiencing barriers to accessing and/or using our programs and services and why?
- Who might be experiencing language or cultural barriers to accessing and/or using our programs and services and why?
- Are the ways in which we are operating programs or services creating barriers and are there alternative ways of operating?
- What assumptions by staff or by community members may be preventing access and/or use of City services or programs?

It is also important to consider the ways in which we are conducting outreach and engaging with the public.

- Who is and is not aware of our services and engagement opportunities and why?
- Who does and does not participate and why?
- Who applies to serve on our boards and commissions, who is appointed and why?
- How do they know when positions on boards and commissions are available?
- Who remains engaged with the City organization and who disengages?

HIGHLIGHTS OF DEPARTMENT LEVEL ACCOMPLISHMENTS RELATED TO GOAL 3

Each department plays a role in ensuring that their programs, services, and ways of doing business are equitably available to all residents in our community and to examine who is and is not benefitting from the services we provide. This requires engaging the communities most impacted in determining what adjustments, if any, are needed to improve equity in the availability/ accessibility, affordability, and usage of City programs and services. To date, most adjustments are being made based on anecdotal evidence of best practices nationally rather than based upon the intentional application the equity toolkit with localized data and community input.

ADJUSTMENTS TO IMPROVE ACCESS TO CITY PROGRAMS AND SERVICES

- Housing Choice Voucher applications are now available in Spanish.
- The Housing Choice Voucher waiting list procedures now use a lottery system to select households to receive a voucher.
- The registration policy for “family” recreation memberships has been broadened to “household” memberships to accommodate varied definitions of what constitutes a family and to permit caregivers to use the membership as a replacement for one of the adults on the membership.
- The Leisure Services Department now remains open until 6:00 p.m. to accommodate first and third shift working families.
- The Leisure Services Department facilitated collaboration between Four Mounds and the Dubuque Dream Center, resulting in an increase in participation by people of color and people with limited financial resources.
- By changing policy to eliminate fines, the Library has increased the number of youth borrowers by 16.7% and decreased those with access limitations on their accounts by 4.2%.

ADJUSTMENTS TO IMPROVE USAGE OF CITY PROGRAMS AND SERVICES

- The Leisure Services Department:
 - actively involved residents in the selection of preferred playground equipment, park locations, and amenities in their neighborhoods, and
 - facilitated connections between Four Mounds and the Dubuque Dream Center, resulting in an increase in participation in programs by residents of color and low-income residents.

ADJUSTMENTS TO IMPROVE EVALUATION OF PROGRAM/SERVICE IMPACTS ON EQUITY

- The City Clerk’s office developed a tool and established a demographics baseline of people serving on City Boards and Commissions.
- The Human Rights Department:
 - added fields to WebQA to improve data analysis for intakes that do not result in a formally filed discrimination complaint;

- developed and implemented a tool to solicit information on the ways in which departments and partner agencies are applying knowledge gained during intercultural and equity workshops;
 - shared and encouraged use of the demographic collection form created by the City Clerk's office.
- The Planning Services Department began to collect demographic information in connection with customer surveys used with Development and Historic Preservation activities.
- The Police Department started development of a Personal Early Warning (PEW) system in the department's system software that is designed to identify potential bias in enforcement for early intervention.
- The Budget Department added equity assessment questions to the budgeting process.

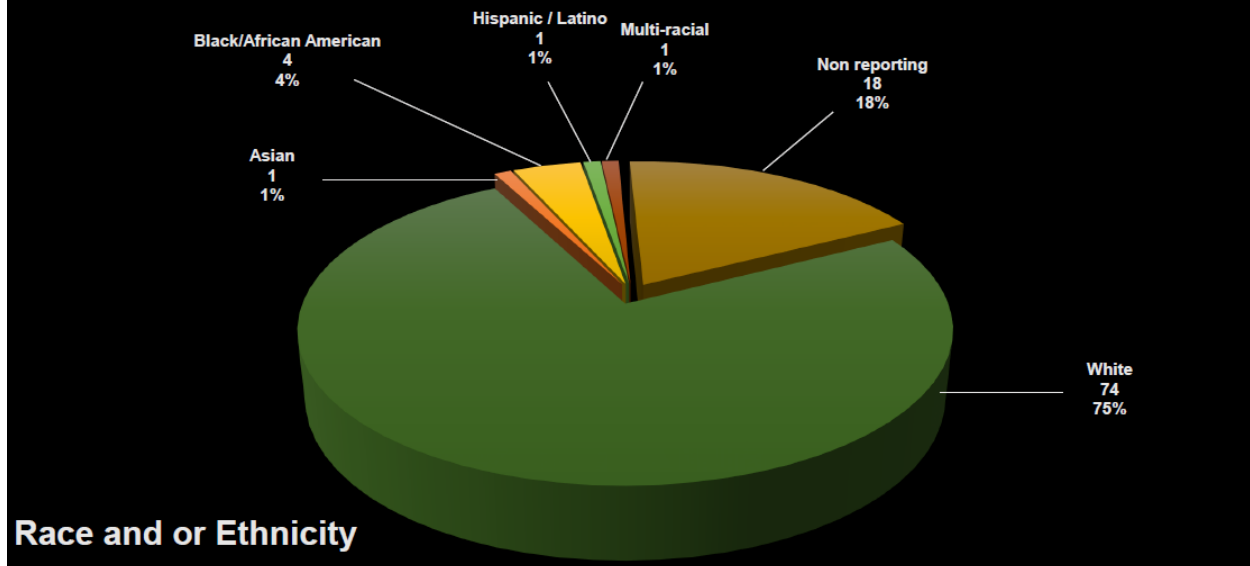
ACTIVITIES TO ENGAGE WITH RESIDENTS MOST IMPACTED BY INEQUITIES

- The Human Rights Department partnered with:
 - the NAACP and Iowa Legal Aid on an employment barriers clinic focused on criminal background related employment barriers such as eligibility for expungement, obtaining access to transportation by lifting holds in registrations/licenses, obtaining manageable and sustainable solutions to court debt based on ability to pay and comply with laws, and challenging the accuracy of private background checks;
 - the Immigration Think Tank, the Police and Sheriff's Departments, and Catholic Charities Immigration Services to raise awareness of the impact of Iowa's new statute related to local cooperation with federal immigration detainer requests;
 - the Dubuque Dream Center, St. Mark Youth Enrichment, the Multicultural Family Center and the Black Men Coalition to support out of school time activities focused on educational access and achievement with young men of color.
- The Leisure Services Department:
 - provided AmeriCorps resources to assist the Dubuque Dream Center to support their summer programming;
 - increased its presence at neighborhood events, particularly in our neighborhoods with the highest concentrations of low income families and families of color, through the use of the Rec & Roll trailer.
- The Police Chief meets monthly with representatives from a variety of traditionally marginalized communities.
- The Library partnered with Juvenile Court Services to offer a "Changing Lives through Literature" program. Participants in the program had a much lower recidivism rate (20%) than the national average, though disaggregated data is not available.

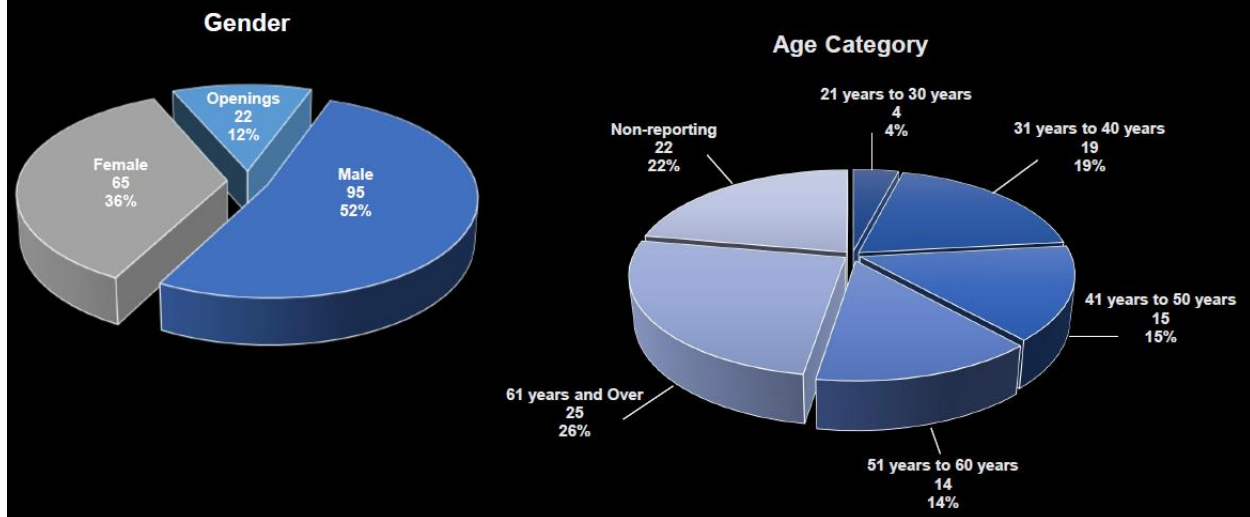
COMMUNITY ENGAGEMENT THROUGH BOARDS AND COMMISSIONS

One of the primary ways that residents obtain a voice in City government is through serving on City Boards and Commissions. Ensuring that members are representative of the various constituencies across our community is crucial. Board and Commission demographic data was collected for the first time in FY18 by surveying current members, resulting in establishment of the following baseline.

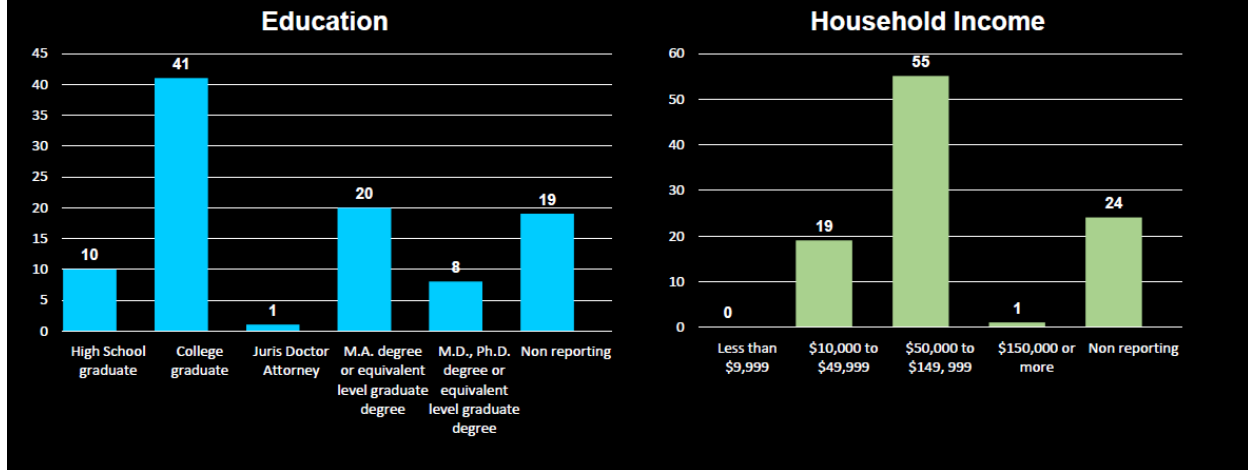
Boards & Commissions Demographics



Boards & Commissions Demographics



Boards & Commissions Demographics



Data is updated and made available on the City's Open Performance site at <https://dubuque-performance.data.socrata.com/stat/goals/gegg-k24s/45vu-qt8a/gcig-ij6e>.

Specific changes to improve recruitment and retention of Board and Commission members have included:

- updating the brochure and distributing it more broadly, including at places like the Women's Leadership Conference, and working with departments on hard to fill vacancies;
- emphasizing equity and inclusion at new member orientation;
- improving the application, appointment, and retention tracking system.

GOAL 4: ADVANCE EQUITY THROUGH COLLECTIVE IMPACT PARTNERSHIPS

The City of Dubuque's Comprehensive Plan, Imagine Dubuque 2037: A Call to Action, was adopted in 2017 following broad community outreach that made extensive use of both traditional methods and technology to expand public participation in planning. Imagine Dubuque produced over 12,500 ideas from 6,000 people representing all sectors of Dubuque. Approximately 2,000 or 33% elected to share demographic details. Participation was generally reflective of Dubuque's demographics in terms of gender, age, race and ethnicity. A commitment to equity is part of the plan's foundation.

Collective Impact Partnerships are cross-sector efforts designed to address disparities in major quality of life areas. Current initiatives include the Campaign for Grade Level Reading, Re-Engage Dubuque, the Dubuque College Access Network, and Opportunity Dubuque. The My Brother's Keeper Network collaborates with these initiatives to insure continued disaggregation of data and a race explicit (not race exclusive) approach. The Mayor and City Council have specifically prioritized partnership with the Fountain of Youth, the Dubuque Dream Center, and the Four Mounds H.E.A.R.T. program.

For our community to address systemic inequities, it is important to consider and address:

- What is the employment rate and median income for various populations in our community?
- How are youth of various backgrounds doing in achieving at grade level in school? In graduating high school? In finding a career or attending college?
- Which populations have the highest levels of housing cost burden?
- How do home ownership rates vary across groups?
- Who is and is not likely to find themselves involved in the criminal justice system, and what are the opportunities for second chances?
- How do health outcomes, particularly for preventable diseases, differ amongst populations? How does this effect life expectancy?
- Who is and is not benefitting from the various partnerships and efforts designed to expand access and opportunity?
- Who is experiencing barriers to accessing and/or using community opportunities? Which barriers may be language or cultural barriers?
- Are the ways in which we are operating creating barriers and are there alternative ways of operating?
- What assumptions may be preventing access and/or use of community opportunities?

ADVANCING EQUITY IN EDUCATION

*Campaign for Grade Level Reading**

- 547 first and second grade students qualify for summer reading and support and 221 attended a summer program through the Dubuque Community School District, Dubuque Dream Center or St. Mark Youth Enrichment during 2018.
- Two neighborhood moms co-led parent engagement sessions with staff from the Community Foundation of Greater Dubuque to encourage summer reading. Twenty-three families attended 95% of the sessions, developing relationships, learning about the importance of grade level reading, and creating summer reading charts for use at home.
- 70-85% of teen participants in the Library summer reading program agreed that they learned something new, enjoy reading more, read more often, and want to use the library more.

| <i>Library Summer Reading Program</i> | Strongly Agree | | Agree | |
|---|-----------------------|------|--------------|------|
| | 2018 | 2019 | 2018 | 2019 |
| My child maintained or increased their reading skills | 29% | 42% | 59% | 56% |
| My child is a more confident reader | 17% | 32% | 59% | 62% |
| My child reads more often | 24% | 36% | 63% | 49% |
| My child uses the library more often | | 51% | | 35% |

*Re-Engage Dubuque – 2017-18 School Year (2019 data not yet received)**

- 157 of 185 students were re-engaged to work towards their High School Diploma or High School Equivalency Diploma (HSED)
- 29 re-engaged students graduated high school and 11 obtained their HSED
- 86 students continue to actively work towards graduation and 31 continue to work towards their HSED

*Data disaggregated by race and gender is not available due to having fewer than 10 students in these discreet categories.

ADVANCING EQUITY IN EMPLOYMENT

Opportunity Dubuque - FY19

- 91% of those who have completed an Opportunity Dubuque certificate program since 2012 are employed or continuing their education
- 39 racial and ethnic minorities who completed the program and for whom we have race or ethnicity information are employed.

Workforce Innovation & Opportunity Act Programs FY18 (FY19 not yet received)

- 78.8% entered employment by second quarter after exit with median earnings of \$6669 during the quarter
- 74.8% were retained by fourth quarter
- Persons served: 2,301 male; 1,511 female; 2,893 white; 536 African-American; 132 Hispanic; 32 Asian; 395 with disabilities; 246 veterans.

In addition, the Mayor and City Council have approved the creation of an Equitable Poverty Prevention Plan.

ADVANCING A COMMUNITY CULTURE OF EQUITY AND INCLUSION: INCLUSIVE DUBUQUE

Established in 2013, Inclusive Dubuque is a peer-learning network of 60 partners from faith, government, labor, nonprofit, business, and education sectors working to advance a culture of equity and inclusion throughout the Dubuque community. Major initiatives have included:

- Creating a community equity profile, which provided numerous opportunities for people to discuss their experiences in community dialogue sessions based on their cultural lens. People from diverse backgrounds were trained to facilitate dialogue sessions, developing skills crucial to diversity and inclusion work. Beyond data collection, the process helped catalyze a larger community conversation about equity and inclusion in Dubuque.
- Hiring an equity coordinator to organize the work of partners and community organizations working to advance equity and inclusion.
- Hosting more than 70 community members at a Community Conversation in 2016.
- Crafting and publishing, with the help of community members, introductory equity toolkits for organizations.

- Developing and Implementing an eight-month peer-learning workshop series called *Best Practices in Diversity, Equity, and Inclusion*, which is now in its third year. Attendees have been nonprofit and civic leaders, mid-career professions and human resources representatives, K-12 and higher education leaders, and high level business executives.
- Sponsoring various community speakers, including partnering to facilitate a Civil Rights and NAACP speaker series spanning four months.
- Issuing the 2016 *Advancing Equity: Community Efforts and Outcomes* report, which recognizes partners and community organizations working to advance equity and inclusion.
- Partnering with a national storytelling initiative, the Facing Project, in 2017 to highlight Marshallese individuals in Dubuque. It offered a safe and empowering avenue for 12 Marshallese people to tell their stories and for others to learn about their culture.
- Launching an Arts & Culture working group that later joined with others working to implement the Dubuque Arts & Culture Master Plan. This group is focused on creating an inclusive and welcoming arts and culture community. The group dedicates a portion of each meeting to peer learning, allowing members to bring issues to the table and seek advice and guidance from other members. The group reviews current and proposed programs and policies to identify ways Dubuque can make arts and cultural activities more accessible and relevant.
- Convening a Business Leader Equity Cohort with a group of Dubuque-area business executives who are working to foster a culture of diversity, equity and inclusion across their organizations and throughout the community. They are sharing experiences and information about inclusive practices that can help increase access to jobs across the region, and are in the process of identifying solutions that they can implement and champion.
- Hosting Race Forward's interactive training process for non-profit organizations to build the skills to address structural racism and advance racial equity.

WHERE WE ARE GOING – RECOMMENDATIONS FOR 2020

Now that the majority of departments have been through a self-assessment process and are beginning to develop their equity plans, we will be shifting our focus to supporting efforts that normalize conversations around race and equity throughout the organization and that operationalize the application of an equity tool to specific programs, policies and practices. Common themes Human Rights Department staff identified when meeting with departments on their equity plans are:

- differences in staff understanding and skills related to equity and inclusion, along with uncertainty regarding where staff/departments are operating developmentally along the intercultural development continuum;
- uncertainty regarding how to check for implicit bias in individual behaviors and in institutional practices;
- the need for two-way mentorship where people are learning from one another;
- limited clarity and detail in equity plans, including a lack of specific goals, timelines, and responsibilities;
- limited use of both qualitative and quantitative data to measure who is benefitting from our services, who is being burdened, and whether or not any adjustments we make are effective;

- failure to systematize effective equity actions (i.e., continuation is dependent on the interest and actions of a committed individual rather than part of how we do business);
- an interest in a shared set of equity data sources that relate to major cross-departmental services, have been strategically determined, are easily accessible, and are kept up to date;
- an interest in applying an equity lens to cross-departmental enforcement activities;
- an interest in applying an equity lens to procurement practices; and
- an interest in improving support and accountability with grant and contract partners.

Our goal continues to be to work towards having a minimum of two staff in each department who are well-grounded in equity concepts and are working to apply an equity lens within the work of their department. Ideally, one person will be a facilitator who can bring activities to staff meetings and provide ongoing, department relevant development for staff and a second person will be responsible for tracking progress on the department's equity plan. Given the hierarchical nature of our culture, it is also crucial that department managers be involved and establishing expectations with staff.

Towards this end, we revamped our equity teams and solicited applications from participants across the organization to serve on those teams. On August 28, 2019, we conducted orientation with all team participants, consisting of 36 staff from the following departments: Police, Fire, Housing, Water & Resource Recovery Center, Leisure Services, Human Resources, Public Works, Budget, Economic Development, City Attorney's Office, Airport, Building Services, Library, Transportation, Information Services, Public Information, and the City Manager's Office.

We have the following recommendations for 2020-2021:

- Provide funding to departments for ongoing staff development with a particular focus on the following topics: interracial dialogue, intercultural development, identifying implicit bias, and operationalizing the use of an equity lens in department level work.
- Support departments in focusing on one or two specific department level equity objectives with associated data analysis, community engagement activities, evaluation and measurement.
- Identify equity best practices that have been implemented by committed individuals within departments and determine how to institutionalize those practices.
- Support the equity data team in identifying and publishing strategically chosen equity data sets that relate to major cross-departmental services such as enforcement, procurement, and budget.
- Support a cross-departmental group from Housing, Health, Public Works, and Building Services in piloting the application of an equity toolkit to intersecting enforcement activities.
- Support the Grants & Contracts Team in developing stronger accountability for partner reporting on performance measures and the equity impact of their services.
- Give serious consideration to hiring a consultant to assist the community in conducting a community level root cause analysis around these racial disparities and creating along with community a racial equity action plan that includes: 1) actions for individual residents, anchor institutions, and government policy and practice; and 2) a qualitative and quantitative tool to measure progress.

It is also worth noting that there is operational work that needs attention within our organization in order for us to be effective in measuring the impacts of our work. Actions underway that will improve our ability to report outcomes over time include:

- the work that is planned in Human Resources related to improved use of Neogov;
- efforts to populate the data in our open data portal;
- efforts to align department performance measures with the open performance portal, and
- the work of the High Performing Government teams.

THE IMPORTANCE OF A COLLECTIVE EFFORT

As departments develop and implement equity plans and learn from communities most impacted, there is increasing recognition of the magnitude of the issues facing our communities and the importance of doing more. At the same time, departments are holding up what is going well and sharing those examples with other departments.

Much remains to be done in terms of being able to show outcomes and evaluate efforts so that we are continually learning and improving in our work. There continues to be a need for all departments to be equally active. Ultimately, we are seeing some progress in what we acknowledge to be long-term, ongoing work. Across all departments and throughout the community we must continue to ask who else is and is not benefitting from all our organization and community have to offer and what might we address next.

Analysis of Impediments to Fair Housing Choice 2019



Housing & Community Development Department
350 West 6th Street, Suite 31 | Dubuque, IA 52001

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ACKNOWLEDGEMENTS

The City of Dubuque contracted with Public Works LLC to develop the Analysis of Impediments (AI) and Consolidated Plan. This AI benefitted greatly from the contribution of Dubuque residents. Given the sensitive issues discussed, residents' honesty and frankness were especially appreciated and invaluable to understanding the fair housing context in Dubuque. We are also grateful for the assistance of City staff in multiple departments. In particular, members of the Departments of Housing and Community Development and Human Rights provided data, reports and insights, and the City Communications' personnel made photographs of Dubuque available for our use in this document.



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EXECUTIVE SUMMARY

This document is an Analysis of Impediments to Fair Housing Choice (AI) for the City of Dubuque, Iowa. An AI is required by the U.S. Department of Housing and Urban Development (HUD) for any community that receives federal housing and community development funds. Those funds flow from the Community Development Block Grant (CDBG) which invests in affordable housing, anti-poverty programs, and infrastructure development. Dubuque is required to conduct an analysis in conjunction with their Five-Year CDBG Consolidated Plan.

This Executive Summary presents major findings from the 2019 analysis of what stands in the way of housing choice and access to opportunity in Dubuque. It also offers action items to address the barriers. This AI is comprised of seven primary sections that provide data, trends, maps and analysis. Generally, this AI is organized as a look back, an examination of the current ecosystem, and a look forward. Each major section includes a summary of findings and potential solutions.

Housing is not simply shelter. Where we live has a profound impact on our lives. Housing choice affects child well-being, economic mobility, and our community's economic growth. The AI contains all elements of HUD's suggested format. One section, Access to Opportunity, was affected by federal technology system issues; HUD's Affirmatively Furthering Fair Housing that enables extraction of opportunity indices data tables was not functional.

The City of Dubuque is aware of significant impediments to fair housing choice. Through its comprehensive plan, *Imagine Dubuque*, the City sets forth strategies to expand affordable housing, improve the conditions of aging housing stock, and ensure that the Housing Choice Voucher ('Section 8') program implementation doesn't result in segregation and the concentration of poverty in isolated neighborhoods. Additionally, the City's forthcoming Equitable Poverty Prevention Plan will provide best practice approaches to address poverty that hurts Dubuque's youngest and oldest residents, women, and communities of color the most.

As HUD's Fair Housing Planning Guide notes, community members know their community best. Over 400 Dubuque residents provided input into this AI through discovery sessions, focus groups, stakeholder interviews, a communitywide survey, and public meetings. AI citizen participation was integrated with the City's Equitable Poverty Prevention Plan activities because poverty and housing choice are inextricably linked. Residents' insights, along with analysis of U.S. Census Bureau and other relevant data, drove the proposed five-year fair housing goals.

Dubuque's issues mirror nationwide issues. The widened wealth gap, both minimum wages and median incomes that have not kept pace with the cost of living, and the results of mass incarceration and systemic racism all contribute to the Dubuque's fair housing context. This analysis finds that **persons of color and low income residents in Dubuque experience a greater housing cost burden, more housing problems, and inequitable access to opportunity.**

But Dubuque is a community that has galvanized to collaboratively solve problems in the past. Building upon *Imagine Dubuque* and integrating efforts with the forthcoming Equitable Poverty Prevention Plan, this analysis serves not simply as a means to meet federal requirements, but as support for the City of Dubuque as it strives to create a more equitable, viable and livable community for all residents.

Key Themes

- Cost Burden & Living (Self-Sufficiency) Wage
- Available, Affordable Housing
- Substandard Housing
- Access to Opportunity
- Potential Bias & Discrimination

Impediments and Contributing Factors

1. Lack of affordable, safe housing.
2. Housing Choice Vouchers (HCVs) are not accepted as source of income for rental units; lack of a Source of Income Ordinance and/or state legislation creates disparate impact on protected classes.
3. Lack of information about available units that accept HCVs and lack of communication and relationships between HCV tenants/applicants and landlords.
4. Fair housing materials not available in languages other than English; low complaints indicate low Human Rights Commission effectiveness.
5. Residents report they perceive bias and discrimination in public and private housing practices.
6. Recent predatory practices by Mobile Home community owners are pricing people out of their residences.
7. Community participants perceive that arrest records are a barrier to acceptance of HCVs and also report that they find the background check process confusing.
8. Lack of eviction data and analysis to assess disparate impact based on protected class.
9. Lack of living wage that empowers self-sufficiency; state law prohibits local control over minimum wage setting; and lower median earnings and wages for women (Gender Pay Gap).
10. Lack of access to child care is a barrier to opportunity such as employment.
11. The nonprofit service array is confusing to consumers (e.g. no single point of entry).
12. Negative community perceptions about poverty impact fair housing and access to opportunity.
13. Law enforcement actions disproportionately impact people of color.
14. Lack of public transit may negatively impact access to educational opportunity.
15. Lack of confidence that the City is focused on equitable housing choice for all residents.

Proposed Fair Housing Goals

- Advance equity with fair housing advocacy, education, and enforcement.
- Increase and promote safe, affordable housing.
- Implement local government policies that encourage equity and decrease disparate impacts.
- Increase access to opportunity and the building of social capital.

2019 PROPOSED FAIR HOUSING PLAN

| BARRIER | PRIORITY | ACTIONS |
|--|----------|---|
| Goal One: Advance equity with fair housing advocacy, education and enforcement. | | |
| Housing Choice Vouchers are not accepted as source of income for rental units. | High | Continue obtaining accurate Housing Choice Voucher data from landlords as to the number of units, location of units, vacancies, <i>and denials of rental applications</i> ; identify landlords unwilling to accept HCVs and <i>conduct</i> targeted outreach and education. |
| Lack of communication and relationships between HCV tenants/applicants and landlords. | Medium | Implement communication and trust-building activities for landlords and HCV program participants such as “Meet and Lease” events or other national promising approaches. |
| Human Rights Commission effectiveness. | High | Conduct an assessment of HRC and support capacity building efforts, including publication of a strategic plan. |
| Fair housing materials not available in languages spoken in the community. | High | Review the inventory of fair housing education materials (e.g. fact sheets) and update to reflect the languages spoken in the community and what community members say they most want and need. |
| Residents report they perceive potential bias and/or discrimination in public and private housing practices. | High | Establish an external, independent fair housing testing program for residential, accessibility, sales and lending, or insurance discrimination to identify the problems members of protected classes face when seeking housing in Dubuque. |

| | | |
|--|--------|---|
| Goal Two: Increase and promote safe, affordable housing. | | |
| Lack of affordable, safe housing. | High | Continue implementation of the Imagine Dubuque strategies, and the City Housing and Community Development Department’s efforts to affirmatively further fair housing through licensing and tiered inspections, making decisions more transparent. |
| Lack of confidence that the City is focused on equitable housing choice for all residents. | Medium | To build community trust, publish short (e.g. one pager and/or data dashboard if possible) updates regarding the increase in safe, affordable housing. |
| Recent predatory pricing practices by Mobile Home community owners are pricing people out of their residences. | High | City Council, as at least one member has publicly stated, should take any and all appropriate action to protect the residents in mobile home communities. This protection may come in the form of an ordinance or other action but promotes safe, affordable housing for the over 800 Dubuque residents who live in mobile homes. |

| Goal Three: Implement local government policies that encourage equity and decrease disparate impacts. | | |
|--|--------|---|
| Arrest records used as a barrier to landlord acceptance of HCVs and background check process is confusing to residents. | High | Audit the background check process for disparate impact. |
| Lack of eviction data and analysis to assess discrimination and disparities and provide support to residents facing evictions. | High | Implement quarterly review of eviction data to evaluate for disparities/discriminatory impact. |
| Lack of living wage that empowers self-sufficiency; state law prohibits local control over minimum wage setting. | Medium | Educate regarding the impact of the state's minimum wage and conduct activities to increase wages. |
| Lack of a Source of Income Ordinance and/or state legislation creates disparate impact on protected classes. | High | Continue exploring a Source of Income Ordinance. |
| Lack of access to child care is a barrier to opportunity such as employment. | Medium | Evaluate the potential for including child care proximity into housing development proposals and assess the feasibility of a local subsidy to support child care and/or preschool accessibility, affordability and quality. |

| Goal Four: Increase access to opportunity and the building of social capital. | | |
|---|--------|---|
| Lower median earnings and wages for women. | High | Assess, develop and implement metrics and strategies to reduce the Gender Wage Gap. |
| Negative community perceptions about poverty impact fair housing and access to opportunity. | High | Increase community awareness about the impact of poverty and toxic stress on the brain; develop measurable equity and inclusion metrics. |
| Law enforcement actions disproportionately impact people of color. | High | Evaluate disparities in arrest rates by race and detail metrics and actions to decrease racially disproportionate arrest rates. |
| The nonprofit service array is confusing to consumers. | Medium | Use assessments currently underway (Equitable Poverty Prevention Plan process and another group's review) regarding the nonprofit services array and gaps to make necessary improvements that increase access to opportunity. |
| Lack of public transit may negatively impact access to educational opportunity. | Low | Assess the need for public transit to Northeast Iowa Community College programs in Peosta and make improvements as indicated. |

Figure 1 2019 Proposed Fair Housing Plan

CDBG Catchment Area Map

City of Dubuque Community Development Block Grant is shown below as a reference. It should be noted that the CDBG jurisdiction does not exactly align to City boundaries.

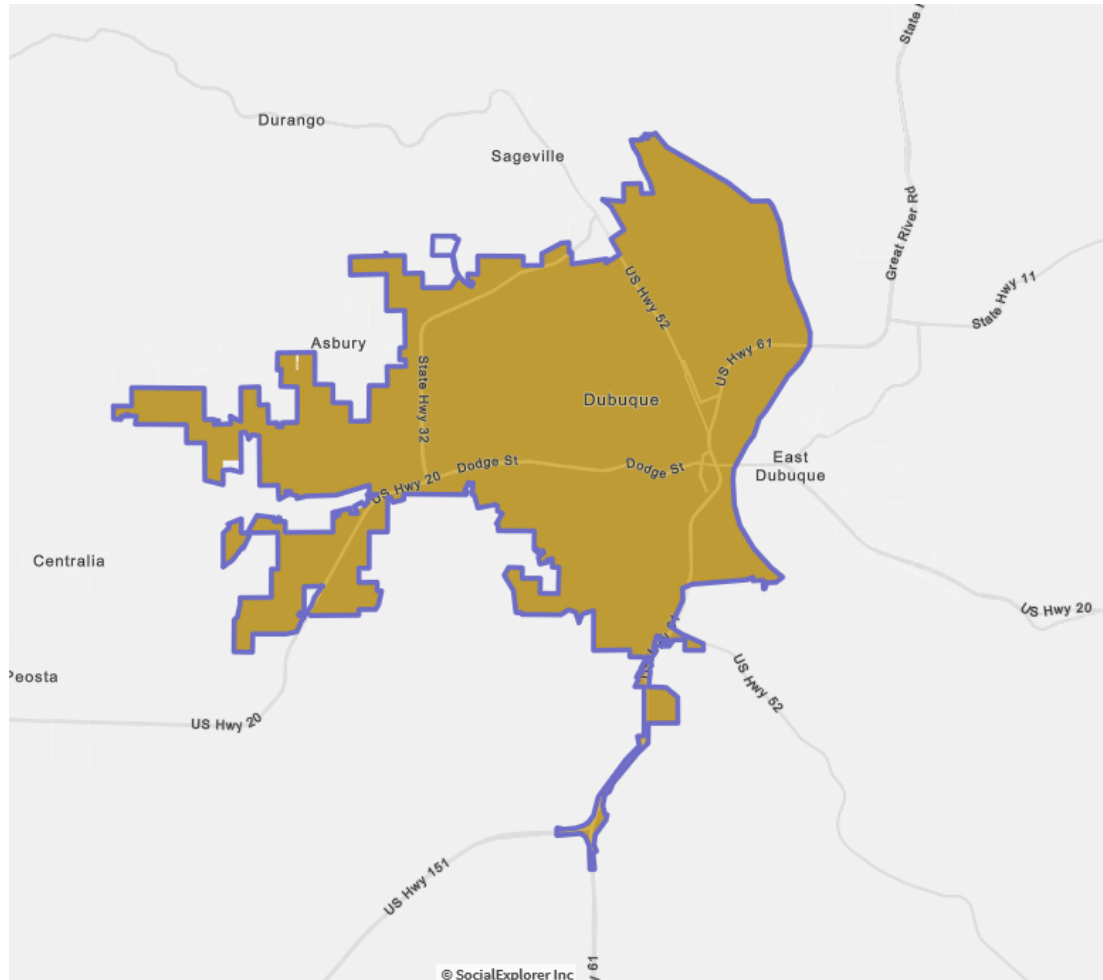


Figure 2 City of Dubuque City Limits: Social Explorer



I. INTRODUCTION

This section provides the context for the Analysis of Impediments document with a brief overview of:

- Fair Housing Law
- Methodology Used
- Race Relations
- Voluntary Compliance Agreement with HUD
- City of Dubuque's plans and initiatives

Lead Agency

The City of Dubuque is the lead agency responsible for preparing the analysis (AI), the Community Development Block Grant (CDBG) 5-Year Consolidated Plan and subsequent Annual Action Plans. The City's Housing & Community Development Department (HCD) is responsible for managing CDBG activities, funding and policies. The City contracted with Public Works LLC to assist in the AI and Consolidated Plan development.

The U.S. Department of Housing and Urban Development (HUD) has not issued regulations defining the scope of analysis and the format to be used by CDBG grantees when they prepare their AIs. HUD does provide a Fair Housing Planning Guideⁱ which includes a 'Suggested AI Format' which was used in AI report development. HUD's Affirmatively Furthering Fair Housing information technology system was not fully functional during the development of this AI, affecting the accessibility of HUD Opportunity Index data.

Fair Housing Choice

Historically access to housing has been a powerful tool for discrimination and segregation in the United States. To combat this, Title VIII of the United States Civil Rights Act of 1968, more commonly known as the Fair Housing Act (FHA), was passed by Congress to prohibit discrimination concerning the sale, rental and financing of housing based on race, religion, national origin or sex. The FHA was amended in 1988 to provide stronger penalties, establish an administrative enforcement mechanism and to expand its coverage to prohibit discrimination on the basis of familial status and disability.

“Fair housing choice” is the ability of persons or households to have the same or similar housing choices regardless of federal protected class. The Iowa Civil Rights Act or ICRA (Chapter 216 of the Iowa Code) expands protected classes.

| <u>FEDERAL – FHA</u> The Fair Housing Act (Title VIII of the Civil Rights Act of 1968) | <u>STATE – ICRA</u> Iowa Civil Rights Act of 1965 (Iowa Code Chapter 216) |
|---|--|
| Race | Sexual Orientation |
| Color | Gender Identity |
| Religion/Creed | |
| Sex | |
| National Origin | |
| Familial Status | |
| Disability | |

HUD generally defines impediments to fair housing choice to include acts or omissions in three categories:

1. Actions which constitute violations or potential violations of the Fair Housing Act;
2. Actions which are counter-productive to fair housing choice such as resistance to the introduction of minority, immigrant, disabled, or low income populations into a community;
3. Actions which have the effect of restricting housing opportunities on the basis of protected classifications.

As an entitlement city that receives CDBG funds, Dubuque must also certify that it takes actions to affirmatively further fair housing. AFFH entails:

- Analyzing and eliminating housing discrimination within the jurisdiction;
- Promoting fair housing choice for all persons;
- Providing opportunities for racially and ethnically inclusive patterns of housing occupancy;
- Promoting housing that is physically accessible to all persons to include those persons with disabilities; and
- Fostering compliance with the nondiscrimination provisions of the FHA

There are two types of discrimination:

- Intentional discrimination against a protected class; and
- Disparate impact, practices not necessarily intended to discriminate but that have a disproportionately adverse effect on a protected class.

AI Methodology

The AI development process involved looking at a variety of data sources related to housing and persons who are in protected classes under civil rights law. The U.S. Census Bureau’s American Community Survey 5-year estimates (2013-2017) is the primary dataset used consistently throughout the AI unless noted as unavailable or where other reliable data sources were utilized.

Data was collected and evaluated through a mixed-method approach:

1. Primary Research – the collection and analysis of raw data that did not previously exist;
2. Secondary Research – the review of existing data and studies;
3. Quantitative Analysis – the evaluation of objective, measurable, and numerical data; and
4. Qualitative Analysis – the evaluation and assessment of subjective data such as people’s beliefs, feelings, attitudes, opinions, and experiences.

AI community engagement activities were integrated with the launch of the City Council’s high-priority initiative: Equitable Poverty Prevention Plan (EPPP). The decision to integrate AI community engagement activities with EPPP is in recognition that poverty and fair housing are inextricably linked and to mitigate stakeholder engagement fatigue.

Local Government’s Role

The 2019 fair housing plan (barriers, goals and actions) is designed to provide the City with the necessary framework to strategically reduce identified impediments to fair housing choice over the next five years while continuing to make modifications based on events and activities in the community during that time period. The actions recommended are robust. However, many of the steps have been recommended over the past decade or longer.

It is understandable that as a local government there are limitations on what the City of Dubuque is able to do to address impediments. At times the City’s role may be primarily one of influencer, convener and fair housing educator. In other instances, such as policymakers’ CDBG investment decisions to reduce disparities, direct action is possible. Effectively reducing obstacles to fair housing requires coordination and commitment from policymakers, government personnel, housing providers, advocacy groups, law-enforcement, and residents.

About Dubuque

The City of Dubuque became a 5-time All-America City award winner in 2019. A historic community on the Mississippi River, Dubuque is Iowa’s oldest and 11th largest city and ‘Dubuquers’ take pride in having their community recognized as one of America’s best places to live and raise a family. Additional honors the City of Dubuque has received include:

- LEED-Certified City - 2018
- Driftless North End Designated as Iowa Great Place - 2018
- Leading Environmentalism and Forwarding Sustainability (LEAFS) Award - 2018
- Livability Award for Bee Branch Project - 2017
- Ranked #12 of "30 Best Small Cities in the United States" - 2017
- Bee Branch Project Recognized for Excellence and Innovation in Clean Water Infrastructure - 2017
- National Diversity Award - March 2016

At the same time, Dubuque’s race relations are a longstanding community concern:

- The late 1980s and early 1990s were a particularly trying period of racial divide in the City of Dubuque when fourteen cross-burnings fueled mistrust and conflict.

- In 2011, the City’s Housing Choice Voucher policies were found to have a disparate impact on African Americans. The City entered into a 2014 Voluntary Compliance Agreement with the HUD to address findings, which are discussed throughout this AI.
- Another cross burning incident occurred in April 2016, and “[s]uddenly, one of the bleakest chapters in Dubuque’s past — a spate of cross burnings and racial strife 25 years ago — snapped back into sharp, ugly focus. Older residents felt as if they had returned to square one in Dubuque’s struggle to reorient itself as a more progressive, whole community.”ⁱⁱ
- As the Des Moines Register (April 22, 2016), reporting notes, Dubuque’s topographical-divide lends itself to “two worlds roughly defined by the wealthier and whiter scenic bluffs above and ‘the flats’ below. There remains a palpable bogeyman paranoia about an influx of blacks and other minorities from Chicago.”ⁱⁱⁱ

Dubuque has actively sought ways to understand and bridge its poverty and racial divides. The [Dubuque 2010 Study on Crime & Poverty](#) details residents’ perceptions that more crime is committed by those living in poverty—and using Housing Choice Vouchers (“Section 8”). Researchers found that not to be the case: more people in poverty are likely to be victims than perpetrators of crime and there is no causation between poverty and crime in Dubuque. Soon after, Sustainable Dubuque 2012: Portrait of Poverty Study^{iv} researchers found that “[r]esidents described Dubuque as parochial and frequently unwelcoming to those who are *different, particularly racial and ethnic minorities, LGBT persons, and the disabled*”. Community residents engaged in interviews, focus groups and the survey for this analysis echoed these statements.

Finally, in 2018 the Greater Dubuque Development Corporation’s True North program commissioned Loras College to conduct an opinion poll to understand community perceptions.^v

Poll results also found a strong majority of residents — 68 percent — support the notion that “diversity is beneficial to our community,” but they feel more could be done to improve race relations. Nearly 40 percent of those polled picked race relations as the biggest challenge facing the community. Respondents were asked to choose from a list of issues that included limited employment options — which ranked second at 21 percent — followed by poverty and substandard housing.^{vi}

That a majority of residents support the notion that diversity is beneficial to the community is a positive sign for a city that has struggled with race relations over several decades.

HUD Voluntary Compliance Agreement

The City of Dubuque entered into a Voluntary Compliance Agreement with HUD after a Letter of Findings (June 17, 2013) concluded that a series of City policy decisions regarding its Housing Choice Voucher (HCV) program collectively had a disproportionately negative impact on African American families. City policies at issue included implementing residency preference points, limiting the number of vouchers available to 900, eliminating the very-low income preference allotment, and purging an outdated waiting list.^{vii}

The City has taken actions to remedy the disparate impact of past actions and to provide an analysis on the racial composition of Housing Choice Voucher applicants and participant pools. The following is a summary of actions and timeline of activities derived from the City’s bi-annual reports to HUD on progress.

Dubuque's steps to address HUD findings include:

- Eliminating local residency preference points.
- Maximizing voucher lease ups for five years.
- Maintaining a monthly accounting of the voucher waiting list, including information on applications received, rejected and accepted, and applicant information such as race/ethnicity, and current or originating address.
- Conducting concerted outreach under a re-branded HCV program.
- Contracting with Fair Housing Center of Nebraska to have 20 matched pair tests for race discrimination conducted.
- Increasing City staff's understanding of fair housing, discrimination, and the history of racism in the nation and community as part of the fair housing training programs (200+ employees have participated in training to date; trainings are held annually).
- Establishing a Source of Income (SOI) Committee of public and private partners that conducted a two-year study of changes necessary. A February 2017 report to the City Council resulted in continuation of the SOI Committee and approval of collective impact efforts guided by eight key performance indicators:
 - Voucher Lease-up Rate
 - Assisted Units by Census Tract
 - Location of Assisted Housing Units vs All Licensed Rental Properties
 - New Affordable Units Created
 - Landlord Participation Rates
 - All Available Vacant Units
 - Rent Reasonableness
 - Analysis of Essential Services Throughout Community

The development of this AI included review of the City's Human Rights Department report (January 15, 2019) which offered a detailed narrative timeline of actions the City has taken under the VCA. The City of Dubuque respectfully requested early release from the VCA in January 2019. HUD has approved reduced reporting requirements.

City Comprehensive Plan: Imagine Dubuque

Key barriers identified in 2019 related to expanding affordable housing make it imperative to include information about the City's comprehensive plan. *Imagine Dubuque* is the city's plan that serves as a guide for the community's physical, social, and economic development. Adopted by the City Council in September 2017, over 12,500 ideas were generated from 6,000 community participants; ideas were narrowed into themes in seven categories, under which 110 community recommendations were grouped. Recommendations are then prioritized by the City Council for investment and action in three year increments.

Most pertinent to reducing barriers to fair housing choice, *Imagine Dubuque* strategies include developing new housing; adopting a mix of financial incentives for the creation of Housing Choice

Voucher units across the community; and looking to increase wages and self-sufficiency opportunities in the community to make housing more attainable.

Community Inclusion Initiative

The City knows that long-term success to eradicate racism and create a more inclusive community will require collective efforts. To that end, one such effort is [Inclusive Dubuque](#).

Inclusive Dubuque is a local peer-learning network of more than 50 organizations and individuals from faith, labor, education, business, nonprofit and government dedicated to advancing justice and social equity. This network launched an initiative to develop a “Community Equity Profile” in 2015 using 2000 to 2010 Census data and feedback from community members in seven different focus areas: economic wellbeing, housing, education, health, safe neighborhoods, transportation and arts/culture.

Inclusive Dubuque’s goal in sharing the equity profile was to inform community leaders, community members and policymakers in order to transition from gathering information to creating an action plan that will support Dubuque’s growth as an equitable and inclusive community. Inclusive Dubuque is currently working on an update to its 2015 Community Equity Profile. The City has not formally adopted Inclusive Dubuque’s Community Equity Profile but has used the data to inform goals and priorities.

The network also catalyzed the [‘I’m a Dubuquer’](#) campaign which focuses on inclusion of all residents in the City:

For as long as anyone in our city can remember, people from Dubuque have referred to themselves as “Dubuquers.” The term is deeply embedded in our community and our language. At times, it has also been used to draw a line between insiders and outsiders.

To be a Dubuquer is a good thing. As our city changes and grows, it is time to expand our imagination about what it means to be a Dubuquer. Instead of using this word to draw a line, let’s expand the circle and open our hearts to all who call Dubuque home.

Nonetheless, the communitywide survey conducted for this analysis of impediments study elicited comments like: “Remove public housing and food stamps and poverty in Dubuque goes down” and “Reduce the incentive to be nonproductive slugs.” Stakeholders interviewees reinforced that “there’s a secret handshake” in Dubuque. That secret handshake is effectively social capital, the relationships, connections and bonds that create networks and often, our ability to thrive. One successful African American in Dubuque summed up his experience this way, “I always know I’m just one mistake away from losing it all.”

Summary

- The City remains under a VCA with HUD but has taken actions to correct issues found.
- Racial and ‘outsider’ divides are part of the community’s culture; there have been citywide efforts to increase inclusion.
- The City’s comprehensive plan addresses affordable housing and provides positive strategies for making substantial progress; the future Equitable Poverty Prevention plan will be invaluable.



II. COMMUNITY PARTICIPATION

HUD encourages meaningful citizen participation in AI development. This section provides details on Dubuque’s efforts to engage the community around poverty and impediments to fair housing choice.

- Methodology
- Participants
- Summary of Input and Potential Solutions

Overview

A variety of engagement methods were used to obtain citizen participation: discovery sessions, focus groups, stakeholder interviews, a community-wide survey, and public meetings. Public hearings participation numbers are an estimate; additional consultations will include discussion of the Consolidated Plan with the Community Development Advisory Commission (CDAC) and Dubuque’s City Council.



Figure 3 Community Engagement (participants) Summary

1. Project Initiation/ Small Group Discovery Sessions (Week of September 16, 2019)

A series of discovery sessions set the stage for AI development. Meeting topics included communicating important stakeholders' contact information for consultation interviews, the review of previous actions taken and to collect other relevant data.

Twenty-seven (27) participants took part in discovery sessions. Participants represented:

City Government

City Manager's Office
Housing and Community Development Department
Planning Department
Attorney's Office
Economic Development Department
Human Rights Department
Multi-Cultural Family Center
My Brother's Keeper Program
Office of Sustainability
Neighborhood Development Specialist

Non-Government

Community Foundation of Great Dubuque
Greater Dubuque Development Corporation
Fountain of Youth

2. Focus Groups (Week of October 14, 2019)

Eight focus groups were held to collect input from groups of residents and professionals with specific backgrounds and unique perspectives on poverty and the fair housing choices. The core community engagement guide for focus groups and stakeholder interviews and survey questions may be found in Appendix to this study. In most cases, the consultant project team worked with local agencies and organizations to host and promote the focus groups to their respective members or clients, resulting in a total of 57 participants.

Host

United Way Funded Partners

City of Dubuque

City of Dubuque

Attendees

Community Nonprofits

- Iowa Legal Aid
- Hillcrest
- Opening Doors
- Regional Transit Authority
- East Central Intergovernmental Association
- SASC Behavioral Health
- Foundation for Dubuque Public Schools
- Visiting Nurses Association
- United Way Community Impact

Higher Education

- Northeast Iowa Community College
- University of Dubuque

K-12 Education - Principals & Assistant Principals

- Audubon Elementary
- Jefferson Middle School
- Washington Middle School
- St. Anthony & Our Lady of Guadalupe

| | |
|---------------------------------|---|
| | <ul style="list-style-type: none"> ▪ Mazzuchelli Catholic Middle School ▪ Alta Vista Campus |
| Community Action Agency | Operation New View's Low-Income Consumers |
| Fountain of Youth | Dubuque's Formerly Incarcerated Persons Consumers |
| Opening Doors/Theresa Shelter's | Homeless Women Consumers |
| Crescent Health Center | Marshall & Pacific Islanders – Consumers & Service Providers |
| The Lantern Center | Hispanic/Recent Immigrants – Consumers & Service Providers |

Participants were offered, and accepted, confidentiality to encourage openness. As such, demographic information is not provided; the term 'consumers' generally refers to persons self-identifying as living in or having the lived experience of poverty.

3. Stakeholder Interviews (October 14, 2019 – November 14, 2019)

Individual and small group stakeholder interviews were held with 16 persons. For people unable to attend an in-person interview, telephone/virtual interviews were offered. Stakeholders were identified by the local government staff and represented a variety of viewpoints including affordable housing, community development and planning, education, employment, homelessness, people with disabilities, and others.

Organizations from which one or more representatives participated in interviews include:

- | | |
|---|---|
| ▪ Dubuque Rescue Mission | ▪ Resources Unite |
| ▪ City of Dubuque Economic Development Department | ▪ State of Iowa Department of Human Services |
| ▪ City of Dubuque Transportation Department | ▪ City of Dubuque Department of Housing and Community Development |
| ▪ City of Dubuque Planning Department | ▪ Community Foundation of Greater Dubuque |
| ▪ City of Dubuque Human Rights Department | ▪ Iowa Legal Aid |
| ▪ NAACP, Dubuque Chapter | ▪ Community Activist |
| ▪ Dream Center | |

4. Communitywide Survey (October 17 – October 25, 2019)

A broad approach was used to enlist citizen participation. The survey was open to anyone interested in participating. This means that results are based on non-probability sampling methods. Unlike a statistically valid, random probability sample, the results are not necessarily reflective of all Dubuque residents. Comments are provided verbatim from the open-ended survey question. The survey was shared at the City Expo event on October 17-18, 2019 via laptops provided by the City's Housing and Community Development Staff, and was also shared on the City's website.

5. Consultations – Public Meetings

| | | |
|-----------------------------------|--|--|
| October 14 & December 9, 2019 | Human Rights Commission | Overview of poverty project and fair housing intersect; review and approval of AI. |
| October 16 & December 18, 2019 | Community Development Advisory Commission (CDAC)* | Review 1 st high level draft of Consolidated Plan and Analysis of Impediments; review and approval of AI. |

The *CDAC is comprised of 9 members, four must reside in areas where over 51% of residents earn less than 80% area median income (AMI), four are from the community at large, and one member is also a member of the Housing Commission. Members of the commission advise on the strategies, use, and effectiveness of activities and programs funded with CDBG and on the plan itself. Note that recommendations are forwarded to the City Council for final adoption into the approved plan.

Other Events Attended

Gaining Opportunities (September 17, 2019)

The City's Housing & Community Development Department administers "Gaining Opportunities," that encompasses three programs that help participants move toward prosperity: HUD's Family Self-Sufficiency (FSS) Program, Getting Ahead in the Workplace (GA), as well as individual coaching and goal setting for individuals that do not receive HCV, focused around the six areas to improve self-sufficiency. The City's FSS program provides services to HCV families aimed at increasing their earnings and reducing dependency on social services entitlement programs and rental subsidies. Once participants obtain employment and their portion of the rent increases, HUD invests the participant's portion of the rent into an escrow account. City FSS staff provide one-on-one coaching, goal-setting and referrals so that participants can achieve their goals. Upon goal attainment, participants graduate from FSS and receive the HUD escrow money. The average monthly HUD investment into escrow accounts is \$250 per participant.

Twelve (12) adult female participants (and their children) attended GO social capital and skill building night. A meal was provided and a speaker from Northeast Iowa Community College (NICC) shared information about Opportunity Dubuque.

Barriers raised by participants: unreliable transportation; already working two jobs; child care/not having time with children now and this means more time away from them; and some courses take much longer (welding) than something like child care provider.

Race in the Heartland Conference (October 17 & 18, 2019)

A member of the consulting team also attended the Race in the Heartland conference on October 18-19, 2019 in Dubuque. included sessions on fair housing laws, restorative justice, inclusion and diversity, implicit bias and more. The Dubuque Human Rights Commission facilitated a community forum at the close of the conference.

Barriers raised: the lack of affordable and safe housing, lack of fair housing enforcement, racial bias and discrimination, and evictions.

Community Participation Results

Discovery Sessions: Community Issues Takeaways

- Service Array, is it right-sized, are there gaps?; processes and accessibility are confusing.
- Racism and equity are chief concerns, as is the growth and deepening of poverty.
- Past successful programs (Bridges Out of Poverty-based program) have been eliminated.
- Dubuque has been traditionally unwelcoming to outsiders and has a history of racial incidents (especially cross burnings and hate crimes like assaults that are well-publicized).
- The community is resilient in that economic downturns have been overcome.
- The most vulnerable residents are put in the most vulnerable housing stock.
- Recommended actions, such as Source of Income Ordinance, are not moved forward; perception that a few influential voices are typically heard and acted upon.
- The City studies issues but doesn't always take action.
- Imagine Dubuque was encouraging because so many people were involved.

Focus Groups Input Themes

The fifty-seven (57) focus group participants provided invaluable input. Barriers to fair housing choice shared were a wide and deep range, from affordability to living wages, perceived discriminatory treatment by City law enforcement, to ordinances and laws they believe are needed. Detailed notes from the focus groups are provided in the Appendix.

Key Themes

- Need for Increased Safe, Affordable Housing
- Few Landlords Accept HCVs
- Lowest Cost Housing is Substandard
- Most in Need of Affordable Housing: Seniors, Persons with Disabilities, and Persons of Color
- Inability to Purchase Housing, Build Wealth
- Barriers to Renting: Arrests, Background Checks and Source of Income
- Perceptions of Discrimination: Arrests, Nuisance Calls, and Evictions
- Disparate Treatment of Discrimination: Rent to Own & Access to Financial Services (Home Loans)
- Mobile Home Communities & Predatory Pricing
- Students Learning is Negatively Impacted by Moves, Unstable Housing
- Landlords Lack Empathy
- Child Care Unavailable, Cannot Accept Employment
- Inability to Locate Affordable Housing Impacts Health, Mental Health

Stakeholders Input

Race/Ethnicity & Segregation

- Institutional racism is holding people back.
- The neighborhoods and schools are segregated.
- Economic class divisions in schools and segregation exist.
- The community is comfortable with charity but not inclusion.
- We don't really talk about race here.

Housing Choice Voucher Program

- There are simply not enough Housing Choice Vouchers to meet the need.
- Too few landlords accept vouchers.

Fair Housing Enforcement

- The City is not tackling source of income, background checks, and fair housing enforcement in a way that eliminates bias and discrimination.
- The City has not acted upon the last analysis of impediments in a meaningful way.
- Discriminatory practices like redlining are occurring here which may explain the low rate of homeownership for people of color.
- Evictions are happening frequently and there may be bias and/or discrimination at work.

Generational Poverty/Economic Mobility

- There is little access to traditional banking because the first line of providers is not welcoming.
- Barriers to economic mobility include generational poverty, transient population, housing, transportation, childcare, artificially low wages, and the system itself is limiting people's movement from poverty to self-sufficiency.

Minimum Wage & Employment

- Women make a lot less than men and that is hurting all of us.
- People are fixated on the low unemployment rate and the prevalent community viewpoint is that Dubuque "doesn't need more jobs, we have plenty of jobs, just not enough workers."
- Opportunity Dubuque needs to be reviewed for how it attracts participants and how it includes people of color and women; are people getting and keeping jobs?
- Minorities who complete training programs are still not being hired.

City Ordinances

- We need a Source of Income ordinance. Landlords won't accept vouchers; a Source of Income ordinance is critical to protect low-income residents.
- We haven't seen movement on the last analysis of impediments related to ordinances we need in Dubuque.

State Laws and Policies

- Iowa does not allow anyone to get benefits unless born in the U.S.
- The state passed a law that will not allow local governments to exceed the state minimum wage.

Services Access and Array

- Services exist but are hard to access and understand who to go to for what.
- There are two 'deserts' happening: lack of child care and no full service grocery store for downtown residents.

- Too many points of entry and no coordination between nonprofits.
- There is disconnect between programs like Opportunity Dubuque and First Time Homebuyer programs.

Leadership

- There is very little diversity in community leadership.
- A small minority of naysayers hold too much power, like the Landlords Association.
- The City's initiatives seem more focused on 'looking good' than on doing the work of community transformation that's needed, especially around poverty and racism.
- Women are not given chances to develop as leaders.
- The community involvement in Imagine Dubuque was exciting. I just hope we take action.

Community Survey Results

The survey was posted on the City of Dubuque website and featured at the City Expo with available laptops to take the survey. It was available to take during the weeks of October 11th to October 29, 2019. A total of 328 people responded to the survey. Results of the survey are provided below. Open-ended comments are contained in the Appendix.

Survey participant demographics:

- The age range of respondents was evenly distributed among 18-34, 35-45, 46-55 and 56-69 years with an average of 22 percent each age cohort while 12 percent were 70 plus years.
- The majority (59%) are female and 40% male. The vast majority (91%) report as White while 3.14% identify as Black or African American.

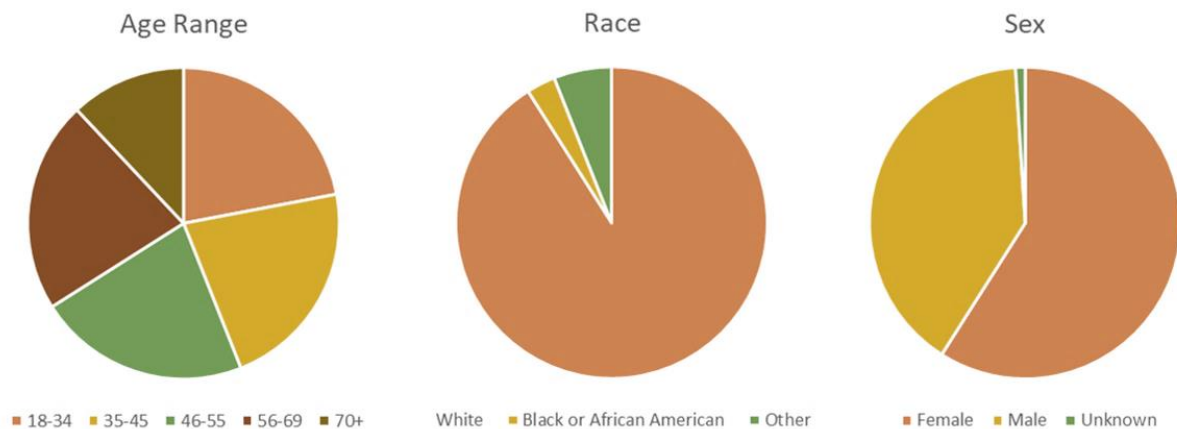


Figure 4 Communitywide Survey Participant Demographics

Key Findings

-

NEARLY 3
OUT 4 OF
FOUR SURVEY
RESPONDENTS
BELIEVE THAT
**POVERTY IS
A PROBLEM**
IN DUBUQUE



Figure 5 Wordcloud image summary of responses to "Other" Strategies

Summary

| Fair Housing Impediments | Barriers & Contributing Factors | Laws, Ordinances & Administrative Policies |
|---|---|--|
| <ul style="list-style-type: none"> ▪ Substandard Housing ▪ Affordable Housing ▪ Discrimination (potential blanket denial for arrests and convictions or “check the box”) ▪ Disparate impact (or discrimination) related to nuisance calls, arrests, and evictions ▪ Lack of information about how to locate affordable housing (language barriers) ▪ Potential redlining and other financial services practices | <ul style="list-style-type: none"> ▪ Living/self-sufficiency wages and the gender pay gap ▪ Negative perceptions regarding people of color and the poor ▪ No single point of entry and possible lack of coordination for services ▪ Food and child care deserts ▪ Lack of inclusion in decision-making and a community culture that is not inclusive | <ul style="list-style-type: none"> ▪ State legislation prohibiting local jurisdictions from raising the minimum wage ▪ Source of Income Ordinance desired ▪ Background check policies ▪ Specific ‘crisis’ related to Mobile Home communities |

Potential Solutions

Potential solutions are addressed through new fair housing goals and actions, as well as a continuation of several 2015 (and earlier) goals. *Imagine Dubuque* strategies and progress could be promoted in a more effective way (dashboard metrics, results that are easy to find and understand).

Addressing the negative perceptions of people in poverty and people of color will be vital to creating a healthy quality of life for all in the community. It is anticipated that the Equitable Poverty Prevention Plan will recommend evidence-based and promising approaches. A few cost-effective approaches could begin immediately, such as:

- Posting new videos monthly on the City website like those shared by [Harvard Center on the Developing Child](#), organize events to play the “Resilience Game” designed to help communities positively respond to change, and share infographics like “What We Can Do About Toxic Stress.”
- City-sponsored showing of films on adverse childhood experiences and resilience (e.g. Resilience: The Biology of Stress & the Science of Hope at <https://kpirfilms.co/resilience/>) paired with community conversations.
- City and community partners lead a Community Poverty Simulation (povertysimulation@communityaction.org) in order to:
 - Promote Poverty Awareness
 - Increase Understanding
 - Inspire Local Change
 - Transform Perspectives

To begin addressing the gender pay gap, Dubuque might look to the City of Cincinnati. In 2015 Cincinnati became the seventh city to join the Convention on the Elimination of all Forms of Discrimination Against

Women. One action step was evaluating city programs and budgets to ensure they effect women and men equitably. The City of Dubuque could consider a similar process, which for Cincinnati initially started with an ordinance and then a study of the internal gender equity disparities.

The simplest way to positively impact the gender pay gap, however, is to raise the minimum wage for all people. See, e.g., [Wage Growth for Low-Wage Workers Strongest in States with Minimum Wage Increases](#):

Raising the federal minimum wage to \$15 by 2024 would disproportionately raise pay for women. Although men make up a slightly larger share of the overall U.S. workforce, the majority of workers who would be affected by a raise to the federal minimum wage (57.9 percent) are women. Raising the federal minimum wage would also disproportionately benefit black workers because they are overrepresented among low-wage workers and are less likely to live in states or localities that have passed a minimum wage that is higher than the current federal minimum. As a result, increasing the minimum wage to \$15 by 2024 would mean a pay increase for 38.1 percent of all black workers.^{viii}

The City should examine survey takers' comments provided in the Appendix (a snapshot is also provided below). While not representative of all Dubuquers, over a third of the comments indicated what can be called negative perceptions of people in poverty; potential racial undertones are involved in some responses. One approach to shifting community perceptions is to increase the diversity of City staff, boards, commissions and other groups to catalyze a community culture shift. Further, addressing diversity and inclusion through continuing education of current elected leaders, landlords, and residents may be beneficial.

Since race is a longstanding community concern, and within the context of the rise in white nationalist crime across the country, reaching young children is important. One resource for schools is *Confronting White Nationalism in Schools: A Toolkit*. Continuing community conversations, such as ones held by Fountain of Youth, would also be beneficial if conversation moves to meaningful action.

Last, the City should consider improving its transparency through a real-time data dashboard on a simple set of equity measures and fair housing actions. Publishing actions and results routinely could help build greater trust in City government. Transparency may potentially diminish the perception that leadership is not taking action in an equitable and inclusive manner.

Snapshot of Survey Respondents Comments

Solutions to Poverty, Open-Ended Question Verbatim Responses

Remove public housing and food stamps and poverty in Dubuque goes down. This will encourage people to get jobs. Employers all over Dubuque are already looking for workers.

Send them back to Chicago.

Have more checks and balances on the government programs that subsidize assistance to recipients. Drug testing, wellness checks, etc. Opportunities are available.

Teach parents to teach their kids how to achieve a middle-class lifestyle.

Until parents/guardians step up and instill work ethic in their children, poverty will persist.

Give more to the working poor and less to those who do not want to work.
Lack of personal accountability.
Cut welfare. Stop making it easy!!!
Eliminate entitlements and get to work.
Cut assistance if they cannot pass a drug test
Reduce the incentive to be nonproductive slugs.
Reduce greed.
Keep your pants on, both male and female.
Teach people to live within their means.
Make a job (they are out there), a requirement after so long on welfare. Still get assistance but they need to put in sweat equity like the rest of us.
Take drug tests to get anything free.
Get a job...or two. Make ends meet and become a contributing member of society instead of a drain on it.
Crack down on the drug problem that is engulfing the US. It is the worst problem we as a nation face!
Change the mentality of those already in poverty.
Build a program that enables poverty-stricken people to learn how to better themselves, and move forward in life. Giving people more things doesn't do them any good, or the rest of society.

Figure 6 Poverty Survey 2019 Responses (snapshot)



III. ASSESSMENT OF PAST GOALS

This section examines Dubuque’s past goals and the actions taken:

- Seven fair housing goals were established in 2015.
- Of those goals, there has been solid progress with respect to two goals.
- Three additional recommendations from the past two analysis of impediments are discussed, one of which (transportation/transit improvements) has experienced progress.
- A summary with potential solutions concludes this section.

The City’s Housing and Community Development Department’s (HCD) serves as the Public Housing Authority (PHA) for the community. The City of Dubuque does not own and operate public housing. Instead, it administers the Section 8 Housing Choice Voucher Program, Mod-Rehab, Project Based Rental Assistance, and Special Needs Assistance Continuum of Care Program. It should be noted that the HCD experienced a leadership change within the last 2 years and that the *Imagine Dubuque* plan was created in 2017.

The City, under Iowa law, maintains a Human Rights Commission (HRC) that is staffed by the City’s Human Rights Department (HRD) that focuses on fair housing complaints intake and fair housing education. The HRD then refers formal complaints to the City Attorney’s Office for investigation, part of fair housing enforcement activities.

Context: Housing Choice Voucher Program

The Housing and Community Development Act of 1974 created Section 8 rental assistance programs. Section 8, also referred to as the Housing Choice Voucher (HCV) program. Tenant-based vouchers are the process by which voucher recipients have the opportunity to find and receive help paying for rental housing on the private market. The City’s HCD, as the Public Housing Authority, makes monthly housing assistance payments to landlords to help the voucher-holder households pay their rent each month. Participating households pay a minimum of 30% of their adjusted income for rent and utilities.

According to the National Low Impact Housing Coalition, “for every 100 of the lowest-earning renter households in the country — those at or below the federal poverty line or 30 percent or less of the

median income in their area — there are only 37 available and affordable rental units.”^{ix} Inadequate federal funding to meet the HCV need negatively impacts Dubuque residents too.

Also a nationwide issue, relatively few landlords in Dubuque are willing to accept vouchers as rental applicants “source of income.” In 2015, the City reported just 17% of property owners accepted HCVs; however, this data was found to be an unreliable assumption based on poor data. To obtain accurate data, the City of Dubuque passed an Ordinance January 22, 2019 that requires landlords report if and where they will accept HCVs in order to receive a rental license.

The voucher program in Dubuque provides affordable housing options for low (<50%) AMI and very low income (<30%) households. Following HUD findings of discriminatory policies impacting African Americans, the City moved to a lottery-drawing system where applications are accepted monthly and applicants are put on a waitlist with the opportunity to have their application drawn.

The City opened the waitlist for lottery drawing most recently in July 2019, and every month that followed. July 2019 was the first month the waiting list was reopened after being closed on February 2018. As of January 2019, the HCV waiting list was at 591.

2015 Fair Housing Goals: Progress & Action

Goal 1. Create incentives to encourage affordable housing opportunities throughout the city.

Progress has been made. The following information was provided by the City’s Housing and Community Development Department (HCD) through a December 2018 report to the Source of Income Committee. *HCD did not have an update to this information at the time of AI development.*

- As of December 2018, 425 new units were slated for approval and/or approved.
- Three affordable housing developments proposed in 2018 are set to be completed in the next two years, an additional 137 affordable units will be available that accept Housing Choice Vouchers.
 - Of those 137 units, 77 units are located outside an area of concentrated poverty.
 - Of the 77 units, 52 will be added in census tract 101.04, which currently has no publicly assisted rental units.
- There were six affordable housing projects approved by the City Council between 2013-2018 for an Urban Revitalization Area (URA) Designation in connection with an application to the State of Iowa for the LIHTC program. Note that there has been a focus on protected classes (seniors, the disabled) and other groups vulnerable to homelessness (Veterans). The expansion of affordable housing units combines for 102 units, of which 60 are senior apartments and 52 family affordable housing units.
- New requirement that housing developers must accept Housing Choice Vouchers in conjunction with approval of an affordable housing development agreement.

While the preceding data is derived from HCD’s December 2018 SOI Committee Report, in October 2019, HCD proposed a policy change to the City Council whereby property owners participating the *Lead & Healthy Homes* and the *Bee Branch & Healthy Homes* programs will be required, for the term of the forgivable loan, for any funded unit, to give preference to low to moderate income families and accept

HCVs if the prospective tenant is otherwise qualified. Property owners will certify the above preference at specified intervals provided by the City and failure to comply will result in remaining balance of forgivable loan becoming due and payable on the date of notification of non-compliance. This proposed change is also to be included in the City's new Consolidated Plan.

Imagine Dubuque includes a variety of strategies to expand housing:

- Adopt and implement a mix of educational/outreach programs to increase housing provider participation in Housing Choice Voucher program.
- Adopt and implement a mix of financial incentives/policies for creation of Housing Choice Voucher units throughout community.
- Foster partnerships with private and non-profit housing developers to provide affordable, quality housing units.

Suggestion: It would be beneficial for the City to be transparent about progress so that community members are not relying upon word-of-mouth for information. One solution is to report to the public on these increases, improvements, and progress toward fair housing goals through a website, a public-facing data dashboard, or other transparent method.

Goal 2. Change rental licensing to require landlords to disclose number and exact location of units and willingness to accept vouchers.

Action taken: The City's rental licensing process now requires landlords to report the number of units, in the structure, for which housing choice vouchers are accepted (pending codification: [Title 14-1J-3 Rental Licenses](#)). While data were not made available to researchers regarding the number of landlords who included this information on licensing applications, this step could produce positive results.

Suggestion: Included in the 2019 fair housing plan is a specific targeting of landlords who do not currently accept HCVs for outreach and education, as well as consideration of implementation of national promising practices (see Summary to this section). It may also be helpful to understand where there are any issues with the City's administration of HCVs, such as payment processing delays, that affect landlords willingness to accept HCVs.

Revisiting City policies and a Source of Income ordinance around HCVs and landlord participation is included in the 2019 fair housing plan as a continuation of goals from 2015, with additional recommendations that exposing data in a public-facing way (website, dashboard or other method) would not only inform the public but foster communication and trust.

Goal 3. Expand human rights ordinance to include source of income.

A local Source of Income component has not been incorporated into the human rights ordinance. Following HUD findings of policies that have a disparate impact and practices within Dubuque's HCV program, the City created a Source of Income (SOI) Committee. The SOI Committee studied this barrier to fair housing and ultimately recommended a rebranding of the HCV program, a collective impact approach to adopt and implement a mix of educational, outreach, and financial programs to increase housing provider participation in the HCV program. A SOI ordinance was, however, cited as in past fair housing goals and in the current Dubuque Human Rights Commission goals for 2018-2019. In the community engagement conducted to inform this AI, stakeholders raised their desire for a Source of Income Ordinance.

Goal 4. Require that any city ordinance or policy that affects land use or housing must be submitted to the Human Rights Commission for comment.

Action not taken.

Goal 5. Amend human rights ordinance to define criminal offenses and the time that has elapsed since the commission of the crime that can be used to refuse housing.

- Alternatively, Human Rights Commission could publish guidelines that would not be binding but would establish prima facie standards to determine what crimes are related to tenancy and how far back a housing provider may go in determining that a past offense has continuing relevance.

The Human Rights Commission has not taken action. Please note that:

“Most criminal records cannot be removed from a person’s Iowa criminal history. However, as of January 1, 2016, a new law provides that, in cases resulting in either a dismissal or acquittal, the court can enter an order expunging the record of the case. This means that these records will no longer be accessible to the general public. However, it does not mean that a record of the case will cease to exist completely. It may remain on a special list available to the court, prosecutors and law enforcement.

The defendant, the prosecutor, or the court itself may request to have this done. The following conditions must also be met:

- All court costs and other financial obligations ordered by the court have been paid.
- A minimum of 180 days has passed since the acquittal or dismissal (the court may waive this requirement if it finds good cause, such as identity theft or mistaken identity).
- The case was not dismissed due the defendant being found not guilty by reason of insanity.
- The defendant was not found to be incompetent to stand trial.

The new law will apply to all criminal cases that occurred prior to, on, or after January 1, 2016. This means that as of the first of the year, persons can file a motion to have their record sealed in a case that occurred before the law went into effect. Going forward from that date, it will be the job of the court to inform the defendant at the time of the acquittal or dismissal of his or her right to have the record sealed.”^x

Suggestion: Should the Dubuque’s Human Rights Commission wish to pursue action on this past goal, it will likely want to work with the Housing and Community Development Department to incorporate information about expungement into fair housing education rather than addressing as an ordinance change.

Goal 6. Audit background check program to ensure landlords are not violating fair housing laws.

Action not taken. Included in the 2019 fair housing plan is the establishment of an independent testing program that identifies discrimination and disparate impact. As part of that program, the background checks process and results need to be analyzed.

Goal 7. Establish a testing program in the city.

Addressed to a limited extent. The City contracted with the Fair Housing Center of Nebraska to have 20 matched pair tests for race discrimination conducted. Eleven of the tests included the addition of HCV to the testing; 13 tests showed no evidence of discrimination and 7 were inconclusive, showing some difference in treatment but not enough to file an administrative charge with the Iowa Civil Rights Commission. The small independent test was a start. Creating an independent testing program, as mentioned above, is part of the 2019 fair housing plan.

Although not stated as goals, additional recommendations in the **2015 Analysis of Impediments** were considered in this five-year analysis:

- Addressing concerns of community policing.
- Addressing transportation concerns.
- Addressing the need for periodic self-analysis.

Addressing Concerns Of Community Policing.

The City reports a variety of actions have been taken by its Police Department such as implementation of an “early warning system” as part of their data collection to catch any apparent disparate impact from a particular officer’s actions. Further, there has been focus on diversifying the workforce and providing officer training around equity, inclusion, and emotional intelligence.

However, stakeholders in focus groups raised the issue of disproportionate arrests of African Americans (about 10:1 white for males and 9:1 white for females) which in turn may impact fair housing choices; community participants and key stakeholders stated that arrest records alone – not conviction records – have been the basis for denial of rental applications. The City will want to analyze arrest data further, address drivers behind these disproportionate arrest rates, and implement action steps as deemed necessary.

Further, stakeholders shared concerns about nuisance reports that HCD will want to explore further. In September 2016, HUD issued the new final harassment rule titled *Quid Pro Quo and Hostile Environment Harassment and Liability for Discriminatory Housing Practices under the Fair Housing Act*. The final rule specifies how HUD will evaluate claims of “hostile environment” and “quid pro quo” harassment in both private and publicly-assisted housing. HUD’s *Guidance on Application of Fair Housing Act Standards to the Enforcement of Local Nuisance and Crime-Free Housing Ordinances Against Victims of Domestic Violence, Other Crime Victims, and Others Who Require Police or Emergency Services* is intended to inform state and local governments, as well as private and public housing providers, as to how HUD will assess nuisance or crime-free housing ordinances, policies, or practices alleged to be discriminatory under the Fair Housing Act. These local ordinances may be used to evict domestic violence survivors and others who seek police or emergency assistance.^{xi}

The HCD reports that they had not heard concerns about nuisance reports and that most of nuisance calls are not related to policing but to housing health and safety issues. It is advisable that the City further explore stakeholders’ comments and concerns. One approach HCD may wish to take, in partnership with City law enforcement, is to bring together a group of lived-experience stakeholders to gain further insights.

As part of the 2019 fair housing plan, a priority action item is to analyze arrest rates by race and ethnicity, detailing metrics and actions to reduce disproportionate rates. Likewise, HCD may also analyze nuisance reports data and if indicated, data-driven action can be taken. Approaching systemic issues and providing continuing education will be beneficial. Public transparency in this area will be especially important to help build greater community trust and positively impact fair housing choice.

Addressing The Need For Periodic Self-Analysis.

In the past AI, it was strongly suggested that an independent audit or review of the Human Rights Commission's functioning and effectiveness be conducted. This suggestion is included in the 2019 fair housing actions and importantly, an independent review will want to take a human-centered design approach, meaning, ask community residents how they want to make reports, attend HRC meetings, and give feedback routinely to the HRC on how effectively it is performing.

Although HRC action was not reported, the HCD does a self-analysis quarterly with a dedicated equity group in the department. Other equity teams meet monthly focusing on specific areas to implement and evaluate programs, policies and service. There is one group specifically dedicated to data that is needed to ensure equitable outcomes and analyzing that data once collected. The entire HCD also meets weekly just to train on equity and to discuss any issues that have come to the City's attention through our equity groups or the public.

The City's Human Rights Department (HRD) does report that they are working with departments to apply an equity lens to their services, programs, policies, practices but are in the very early stages of implementation. Training with other departments (Police, City Manager's Office, Human Resources and Planning Services) on fair housing is occurring; the HRD is striving to get to a point where they are analyzing who is and is not better off as a result of how they are doing their work. This is a positive step and Fair Housing training with City personnel offers a vital chance for self-analysis. Analyzing post-training evaluations, comments made during the session(s), and external trainers' assessment of the City audience would be beneficial.

In sum, it appears that City staff would be aided by the establishment of equity/fair housing metrics and technologies that reduce manual tracking and report creation. With the right tools, staff can focus more on progressive actions, transparency, and enhancing information sharing that builds community trust.

Addressing Transportation Concerns.

Transit services and public transportation have been improved since the 2015 Analysis of Impediments. The City reports that over the past 5 years, the public transportation system has been expanded to increase accessibility for individuals with disabilities and low income populations. Routes have been changed and "The Jule," public transit, offers fixed route bus and door-to-door paratransit mini-bus service throughout the City.

However, stakeholders report that transportation is more difficult for households who are unable to utilize an individual automobile to get to a full service grocery store from "the Flats" and the Washington Neighborhood, for instance, or to Peosta where a branch of Northeast Iowa Community College is located. This issue is discussed in Section VII: Access to Opportunity.

Summary & Potential Solutions

Imagine Dubuque strategies and City actions to expand affordable housing options constitute progress. However, as seen in this assessment of past goals, focused action was not taken on several goals. In particular, community calls for a Source of Income Ordinance and greater fair housing enforcement activities constitute a call for renewed energy to affirmatively further fair housing.

A chief impediment, Source of Income, is a term that springs from the practice of landlords requesting an identifying source of income to pay rent prior to leasing an apartment. This is a nationwide impediment to fair housing choice. Yet for residents needing affordable housing, that is little comfort. Nationwide, local jurisdictions have passed ordinances, referred to as source-of-income protections. These ordinances make it illegal for landlords to discriminate against voucher holders. Examples include nearby communities like Iowa City, IA and Champaign, IL.

Despite local and national calls for protections by fair housing advocates, the American Bar Association's resolution in 2017,^{xii} and the introduction of federal legislation in 2018,^{xiii} currently, only 1 in 3 HCV holders are protected. Notably, the Washington State Legislature [banned source of income discrimination](#) statewide in 2018. The enacted legislation may be reviewed at [House Bill 2578](#).

In February this year, HUD released a [Landlord Participation Study](#). The purpose of the study was to identify factors influencing landlord decisions about whether to participate in the HCV program and identify promising and innovative practices to increasing landlord participation. The study, focused largely on large metropolitan cities, found that the most common method for incentivizing landlord participation is increasing payment standards. (Please note that Dubuque's HCD reports that the payment standards in the city are in line with average rent rates.)

Promising alternatives to source of income ordinances being tested across the country include:

- Helping tenants pay security deposits or negotiating other arrangements regarding damages.
- Offering bonuses to landlords for joining the program.
- Making it easier to complete administrative steps and communicate with the Public Housing Authority.
- Using an array of strategies to change negative views of tenants, most of which are based on strengthening communication and building relationships between landlords and tenants. For example, the most evidence-based activity for overcoming negative stereotypes is the District of Columbia Housing Authority's "Meet-and-Lease event" model, in which PHAs bring landlords and tenants together to facilitate lease-ups.
- Assessing the feasibility of implementing promising models such as King County, Washington's "Landlord Liaison Project" is another alternative to a source of income ordinance. This is a cross collaborative effort between the Seattle Metropolitan Chamber of Commerce, King County, and the City of Seattle. The King County Housing Authority staffs three Owner Liaisons who build relationships with new partners and strengthens existing partnerships with landlords to encourage participation in the HCV Program.^{xiv}

Landlords' unwillingness to accept HCVs and the concept of a Source of Income ordinance should be explored again. If an ordinance cannot be proposed due to lack of political feasibility, or is proposed and rejected, the City's needs to be transparent about what actions it can take. For example, publication of

results of education and outreach efforts, or the testing of promising alternative approaches seen nationwide.

Transparency about actions is strongly encouraged and with dashboard and website technologies inexpensive, data can be pushed out to the public in a relatively cost effective manner. This, and other actions such as advocacy for a state law that makes source of income (SOI) a protected class, are included in the fair housing plan.

To support improved progress, tracking and reporting, the City is strongly encouraged to take the 2019 fair housing goals and create action plans using SMART criteria (specific, measurable, achievable, relevant, timebound), or some other effective method for tracking metrics and assessing progress. Putting metrics and technological tools in the hands of City staff would be extremely helpful so that manual counts and gap analyses between the overwhelming number of plans and reports is made easier.

National Advocacy Agenda

The 50th anniversary of the Fair Housing Act was celebrated in 2018. A leading advocacy group, the National Low Income Housing Coalition, called for next steps:

- We must **hold HUD accountable for enforcing fair housing policies** by providing public comment on changes to their policies and bringing them to court if warranted.
- We must **improve access to credit and fight for stronger consumer protections**, especially for people of color and low income individuals. It is unacceptable that in 2018 individuals still face discrimination when they try to get loans from banks or apply for housing.
- We must **update the Fair Housing Act** to provide legal protection against discrimination based on sexual orientation, gender identity, marital status, source of income, veteran status, domestic violence survivor status, or criminal record.
- We must continue to **collect data and establish clear goals** to determine if we are making progress in ending housing discrimination and segregation.

“Fair Housing Overview and Challenges” October 23, 2018

Source: <https://nlihc.org/resource/fair-housing-act-overview-and-challenges>



IV. FAIR HOUSING ACTIVITIES

This section describes the City of Dubuque's fair housing activities and provides suggested ways to strengthen fair housing activities in Dubuque.

- Complaints & Hate Incidents
- Lawsuits
- Inspections
- Resources/Materials

Under Iowa law, a city with a population of twenty-nine thousand, or greater, must maintain an independent local civil rights agency or commission. As a qualifying community, the City of Dubuque's Human Rights Commission (HRC), comprised of 9 members appointed by the City Council to 3-year terms, holds the powers and duties that are detailed in [Title 8 Dubuque Code of Ordinance](#). The City's fair housing ordinances comport to the ICRA provisions, per Section 8-2-12.

The City of Dubuque's Human Rights Department (HRD) reports to HUD on VCA actions, staffs the Human Rights Commission, and is responsible for enforcing City ordinances that include fair housing reports and complaints. The HRD forwards formal complaints to the Dubuque City Attorney's Office for investigation. The HRC sees its role as one of education with the City Attorney's Office providing investigation and enforcement.

Fair Housing Complaints

From January 1, 2015 to October 8, 2019, Human Rights Commission/Human Rights Department reports that in roughly four years there were the 222 fair housing intakes of complaints, of which 55% involved Race and 22% involved Disabilities; intakes could involve more than one issue. In nearly five years, a total of 18 complaints moved to formal complaint stage.

City of Dubuque Fair Housing Complaints: Jan 1, 2015 to October 8, 2019

| Total Intakes: 222 Intakes w/bias identified: 108 | Moved to Formal Complaint: 18 | Breakdown of Formal Complaints % |
|--|---|--|
| Basis of Complaint <i>Note: Some complaints may involve more than one issue.</i> | Formal Housing Complaint Number by Basis | Percentage by Basis of Complaint |
| Disability | 4 | 22% |
| Race | 10 | 55% |
| Gender Identity | 1 | 5% |
| Age | 1 | 5% |
| Religion | 1 | 5% |
| Sex | 2 | 11% |
| Retaliation | 1 | 5% |
| Sexual Orientation | 2 | 11% |
| | | |
| Resolution Status of Formal Complaints | Formal Complaint by # | Percentage Breakdown |
| Administrative Closure | 11 | 61% |
| Referred | 3 | 17% |
| Backlogged for Investigation | 4 | 22% |
| | | |
| Action Taken | Breakdown by # | Percentage Breakdown <i>(More than one action may have been taken per intake.)</i> |
| Intake Identified Bias | 108 | 49% |
| Housing Intakes Referred to either the Landlord or for Housing Inspection | 75 | 8% |
| Referred to Legal Services | 45 | 60% |
| Referred to Housing for Inspections or questions related to HCV | 17 | 23% |
| Referred to both Legal Services and Housing | 13 | 17% |

Figure 7 Fair Housing Complaints Source: City of Dubuque Human Rights Department

Hate Incidents

The Human Rights Commission reported the following data for the past two years:

- 8 of 12 were regarding Race/Color;
- Nearly half were about social media posts (i.e. Facebook);
- Graffiti in the city was reported four times; and,

- The HRC's primary response was educational sessions, four of the responses including writing opinion editorials.

Lawsuits

More than 40 tenants filed suit against a pair of Dubuque landlords (Greg and Bridget Prehm) in October 2018, claiming multiple clauses in the lease agreements they signed with the Prehms' company were illegal. Specifically, the class of tenants alleged that the lease terms violated Iowa's Uniform Residential Landlord Tenant Act. Lease terms included, but were not limited to exempting the landlords from housing and building code mandates requiring residences be kept fit and habitable, and allowing the landlords to create liens on household goods, withhold security deposits in bad faith, and hold tenants liable for damages in excess of what is allowed by law. At the time the suit was filed, the Prehms had about 180 rental units in more than 90 properties in Dubuque, and used at least 17 different business names or LLCs.

In July 2019, a Dubuque County judge ruled 19 provisions that the rental company made tenants sign were unlawful. In November 2019, the Prehms agreed to pay nearly \$30,000 in order to settle the class-action lawsuit over the use of an illegal lease agreement. Further, the Prehms will pay \$23,000 in attorney fees incurred by the named plaintiffs in the suit; the agreement is pending approval by the court. The settlement prohibits the Prehms from increasing rents of current tenants for one year, allows those tenants to demand new, lawful leases and puts landlords who rely on predatory lease agreements "on notice," according to attorney Sam Wooden who represented the plaintiffs.^{xv}

Housing Inspections

In 2016 the City adopted the International Property Maintenance Code (IPMC), a three-tiered process to increase inspections and licensing, and in June 2019, HCD reported to the City Council that 654 structures have been identified that are not yet licensed, with 95% of housing units failing first inspection and 62% failing re-inspection.

Fair Housing Resources/Materials

A robust set of fair housing fact sheets are offered via the City's website involving a variety of issues such as advertising, disabilities, hate crimes and harassment, and more. An online complaint form is also provided. Materials are somewhat dated in appearance, largely in English, and somewhat difficult to find. The City's website is currently being updated, offering an ideal chance to review the full set of fair housing resources provided and the languages used.

Many nonprofits in Dubuque provide fair housing resources and connections, chief of which are Iowa Legal Aid and the local chapter of the NAACP—Friends of Fair Housing.

Summary & Potential Solutions

The need to improve and build capacity of the HRC were recommendations in past AIs. The HRC is building its capacity as a resource and Iowa Legal Aid also received a grant to focus on fair housing issues.

Stakeholders during this AI development provided input regarding the HRC:

- Hold HRC meetings within neighborhoods of the community;
- Provide reports on fair housing trainings and other activities in real-time as part of a set of equity metrics;
- Develop approaches so that residents can easily report complaints in person;
- Increase anti-discrimination and inclusion activities; and
- Improve fair housing enforcement, reporting efforts to the public transparently.

HCD reports that these stakeholder suggestions have been or are being addressed as part of HRC capacity building efforts. The 2019 proposed fair housing plan includes the recommended action, “Conduct an assessment of HRC and support capacity building efforts, including publication of a strategic plan.” An external assessment, creating a multi-year strategic plan, and publicizing HRCs capacity building efforts will support the progress underway.

Currently, the City is working on a review and updating of the content on its official website. This provides an opportunity to review and update fair housing materials to ensure languages spoken in the community. For instance, more fact sheets in languages other than English would be highly beneficial for the community—during this AI research, just one fact sheet in Spanish was located on the City’s website.

It would be cost-effective to simply use effective materials that other entities have available, such as the Iowa Human Rights Commission, or adapt materials that other cities use. It would also be helpful for fair housing materials to be tested with lived-experience consumers for value, redesign, languages needed, and website placement.

Other critical work involves the gathering of eviction data and analysis of those affected. Researchers, through the City Attorney’s Office, made a FOIA request to the county court but that data was not received in time to be included in this AI. Because evictions are a nationwide problem, the City of Dubuque will want to analyze jurisdictional data and determine action steps that should be taken if indicated.



V. DEMOGRAPHICS

This section provides a look at demographics trends and analyzes the interplay between demographics and housing.

- Population
- Age
- National Origin
- Familial Status
- Other Vulnerable Populations
- Educational Attainment
- Race & Ethnicity
- Sex
- Persons With Limited English Proficiency
- Disability
- Poverty
- Employment

Population Trends

The most significant changes:

- **Population Decline.** Dubuque's population rose and fell between 2010 and 2018 with a total net loss of 326 residents per ACS 5-year estimates (2013 – 2017). This is in contrast to overall growth in Iowa's population of 4%.
- **Net Increase of Racial/Ethnic Diversity.** Between Census 2010 and ACS 5-year estimates there was a net increase of 929 persons of color; there was a loss of 96 Hispanics. Of the net increase, the largest rise is in persons identifying as Two or More Races, a population that is predominantly children under 18.

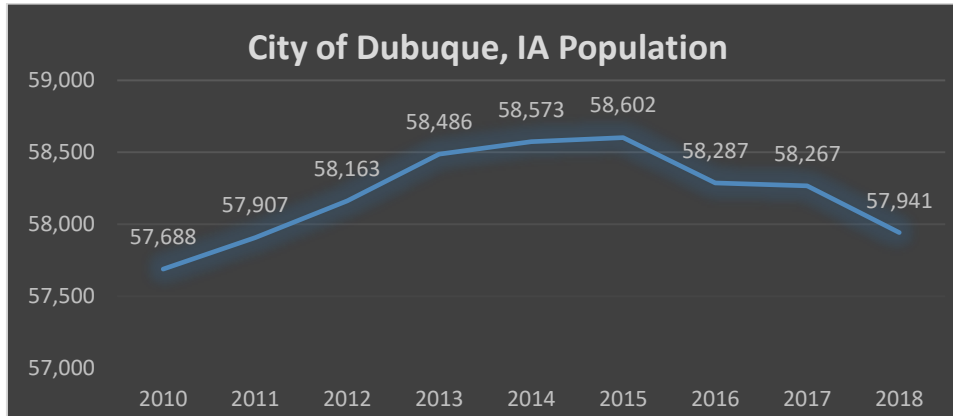


Figure 8 City of Dubuque Population Change Over Time 2010-2018

Race & Ethnicity

Dubuque's population is predominately White non-Hispanic. There has been only a slight gain (1.1 percent) in diversity from 2010. Outside of Black or African Americans and Hispanic or Latino populations, no other segment comprises more than 2% of the total population.

Notably there is a rise in diversity of children:

- For children aged 18 and under, the white population is 82.6% with 8.4 percent African American, an estimated 6% two or more races, and 3 percent are Hispanic.
- This change in race/ethnicity among Dubuque is significantly lower than racial/ethnic diversity in the U.S.

According to the [U.S. Department of Education's National Center for Education Statistics](#), in fall 2019 children from racial and ethnic minority groups were projected to make up 52.9% of public K-12 students in the nation. The City previously studied the impact of greater diversity and neighborhood poverty on schools and student outcomes. It is anticipated the Equitable Poverty Prevention Plan will provide additional insights and strategies.

Demographic Change: Race & Ethnicity

| | 2010 Census | | 2017 ACS Estimates | |
|------------------------------------|-------------|-------|--------------------|-------|
| | | | | |
| White | 52,007 | 92.5% | 51,949 | 90.6% |
| Black | 2,256 | 4.0% | 2,539 | 4.4% |
| American Indian | 123 | .2% | 25 | 0.0% |
| Asian | 652 | 1.2% | 864 | 1.5% |
| Native Hawaiian & Pacific Islander | 266 | .5% | 357 | .6% |
| Other | 38 | .1% | 122 | .2% |
| Two or More Races | 912 | 1.6% | 1,267 | 2.2% |
| Hispanic | 1,383 | 2.4% | 1,287 | 2.2% |

Figure 9 US Census Bureau American Community Survey 5-Year Estimates 2013-2017

African Americans in Dubuque

African Americans in Dubuque, while a small percent of the overall population, are the largest community of color and 60.1% live in poverty. Having a lower income decreases a household's ability to prepare a financial foundation for long-term stability. In terms of median net worth *nationwide*, "White households are about 13 times as wealthy as black households – a gap that has grown wider since the Great Recession."^{xvi}

The following mapping shows concentrations of poverty in the city for African Americans. As The Pew Charitable Trusts' Economic Mobility national study found, "Neighborhood poverty alone accounts for a greater portion of the black-white downward mobility gap than the effects of parental education, occupation, labor force participation, and a range of other family characteristics combined."^{xvii}

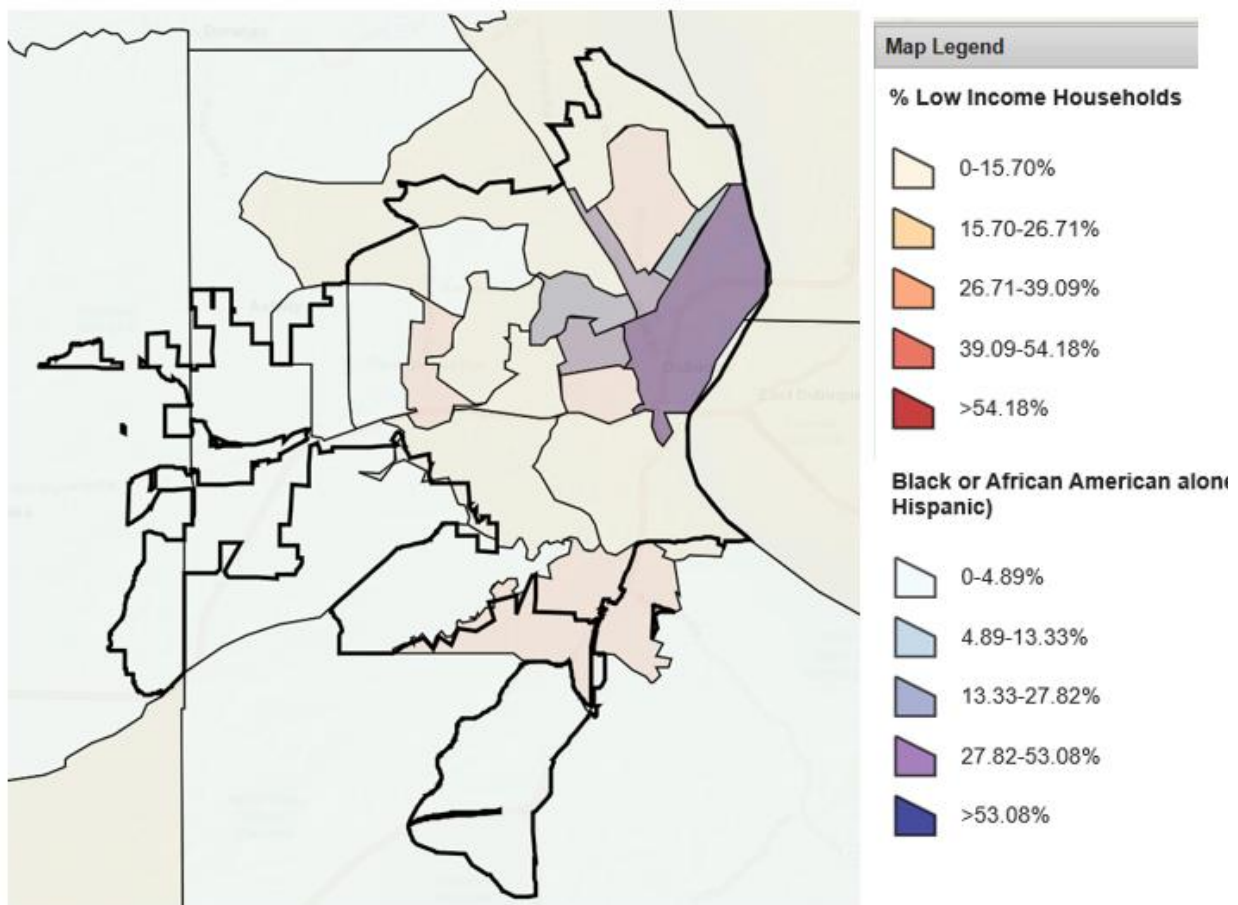


Figure 10 Low Income Black or African American Alone Population Source: ACS 2017 5-Year Estimates, HUD CPD Maps

Age

Historically in the U.S., with age came homeownership of detached single family homes—for whites. Federal to local policies long promoted restrictive zoning that resulted in segregation and the intergenerational transfer of wealth for white Americans.

Today, the widening gap between income and home value combines with scarcity of housing to make homeownership for younger populations increasingly unlikely. Millennials are challenged like no previous generation. An interesting compilation of studies published by Debt.com (Gregory Cox, August 13, 2019) calls out four primary nationwide reasons that Millennials are unable to purchase homes:

1. **Student Loan Debt.** The latest data from the Federal Reserve shows that from 2005 to 2014 the average student loan debt per person ages 24-32 doubled.
2. **Low Housing Inventory.** Last year, inventory was down 20 percent from the previous year.
3. **Rising Home Prices.** Home prices rose by 8 percent last year. (Home values rose in Dubuque from \$133,400 to \$135,800 between 2016 and 2017.)
4. **Delaying Marriage.** After accounting for age, income, education, and ethnicity – marriage heightens the chances of becoming a homeowner by 18 percent.

For the Boomer generation, housing needs change because with age often comes disabilities and thus the need for housing modifications. And for families with school aged children, living near a quality school can be important. According to a growing body of research, walkability is becoming a key priority for all age groups.

This context impacts Dubuque, where the Key Demographic Changes are:

- The **median age decreased** from 38.5 years (2012) to 37.1 years (2017), younger than the national median age of 38.2 years.
- The **largest segment** of the population, 14.5%, is age 25 to 34 years.

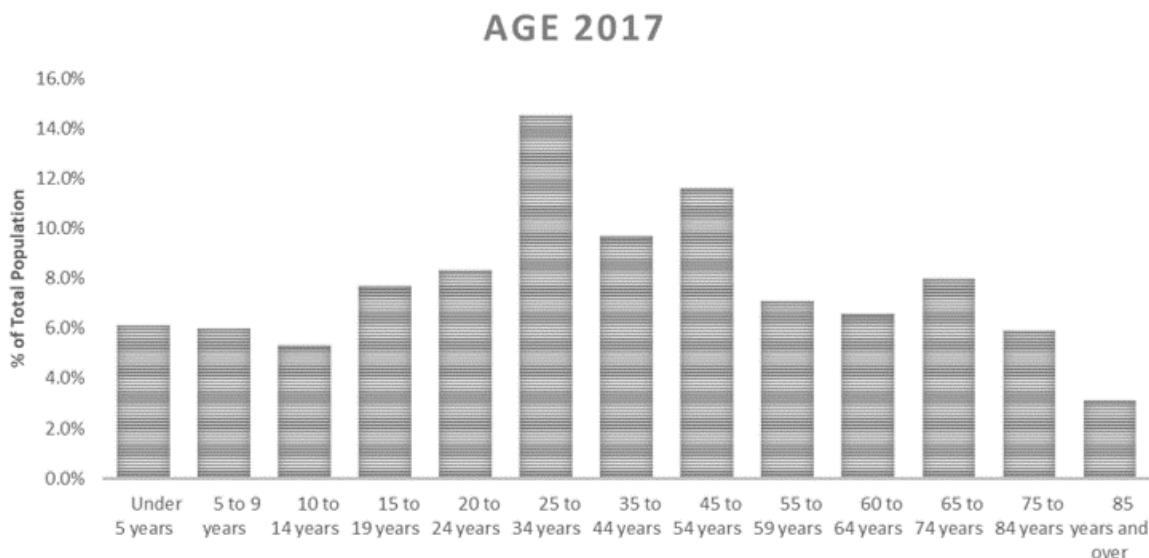


Figure 11 Age & Sex as Percentage of Population. Source: Census Bureau

Sex

Key demographic trends in Dubuque by Sex include:

- Females are the majority of Dubuque residents at over 51% of the population.

- Females account for 60.7% of the population of **65 years** and over.
- **Females make up a greater share of the community's poor** (17.7% female, 14.7% male) even though the highest rate of poverty is seen in males ages 18 to 24. A total of 794 Dubuque Females over 75 live in poverty.

Poverty by Age & Sex

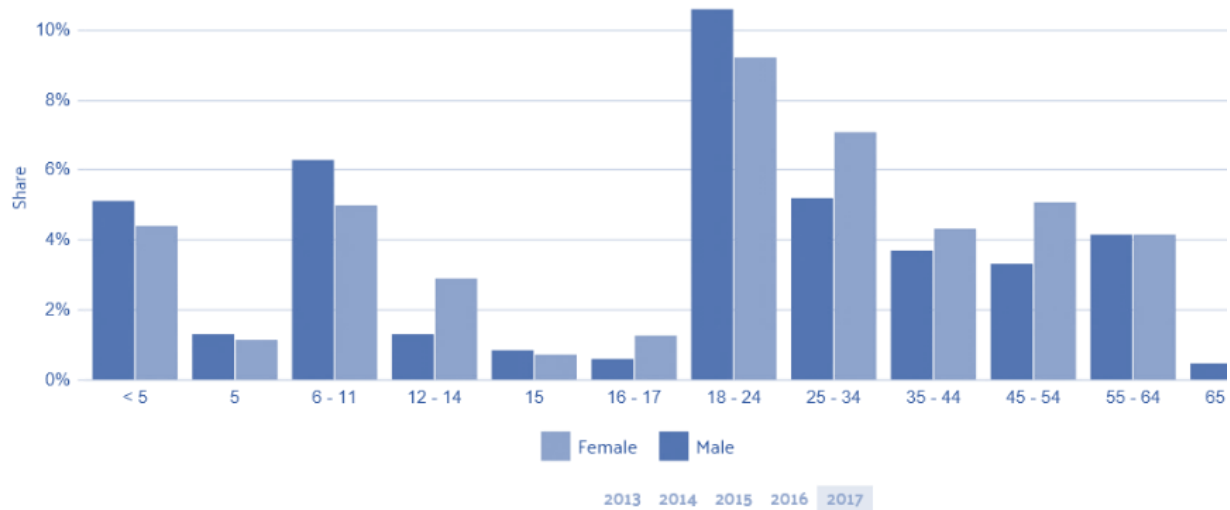


Figure 12 Source: Data USA Dubuque Profile at <https://datausa.io/profile/geo/dubuque-ia#housing>

Importantly, with greater life expectancy for women, senior women are becoming at greater risk of homelessness in Dubuque. This is due in part of the lifelong gender pay gap, less Social Security benefits, and other factors. Community Participants anecdotally reported an increase in senior women in shelters. However, recent approved development projects (discussed in Section III Assessment of Past Goals), show that there is intentional expansion of affordable housing for seniors.

National Origin

An estimated 97.1 percent of the people living in Dubuque are U.S. natives and 98.4% are U.S. citizens, which is higher than the national percentage. The median age of foreign-born residents is 34 years and native-born is 37 years.

Key Data:

- Sixty-nine percent of the City's population is living in the state where they were born and 27% were born in other states.
- Foreign-born residents of Dubuque come from different parts of the world with **a third of all foreign-born residents** arriving since 2010.
- Dubuque residents from Oceania increased as a percentage from 1.7% to 12.3% for the same period.

Notably, some U.S. cities have studied the economic impact of 'outsiders' and immigrants. For instance, St. Louis is well known for being a hermetic city where the first question that's asked is, "where did you

go to high school?” A report, *The Economic Impact of Immigration in St. Louis*, argued that the reason the St. Louis region had fallen behind other big U.S. cities was its strikingly low rate of immigration. (Straus, 2012.) That grabbed city leaders’ attention. Also attention getting was the fact that cities like Nashville, TN and Louisville, KY had launched broad campaigns to better integrate immigrants into the business community, and both Cleveland and Philadelphia had established immigrant resource centers designed to ease the transitions of newcomers. Although Dubuque is a much smaller city, it could similarly consider ways in which a decline in population can be reversed by attracting immigrants and others considered ‘outsiders.’

It should be noted that the influx of Marshall Islanders has brought new diversity to the Dubuque community. Recently (2018), HCD outreach was conducted with the Marshall Island population in Dubuque regarding home buying. This is a positive step that HCD will want to expand if residents found it to be valuable.

Key Takeaway

Where Dubuque’s foreign-born population originates from has changed:

| CP02: COMPARATIVE SOCIAL CHARACTERISTICS IN THE UNITED STATES | Dubuque city, Iowa | |
|---|---------------------|---------------------|
| 2013-2017 American Community Survey 5-Year Estimates | 2013-2017 Estimates | 2008-2012 Estimates |
| WORLD REGION OF BIRTH OF FOREIGN BORN | | |
| Foreign-born population, excluding population born at sea | 1,700 | 1,445 |
| Europe | 14.8% | 23.0% |
| Asia | 44.5% | 54.3% |
| Africa | 7.0% | 4.5% |
| Oceania | 12.3% | 1.7% |
| Latin America | 18.4% | 11.5% |
| Northern America | 3.0% | 5.1% |

Figure 13 World Region of Birth of Foreign Born Residents. Source: ACS 2017 5-Year Estimates, Census Bureau

Ensuring that fair housing resources, homebuyer outreach, and City efforts around affordable housing are culturally and linguistically appropriate is vital to inclusion of these newcomers. It also would benefit the City to assess why it’s had a significant loss of Hispanic residents if that is unclear.

Persons with Limited English Proficiency

The vast majority of Dubuque residents, 95.8 percent, **speak only English**. An estimated 0.5 percent of the population speaks Other Asian and Pacific Island languages at home, followed by 0.4 percent Chinese speakers while at home.

Key Data:

- Within LEP households nearly half (47.6%) speak **Asian and Pacific Island languages** at home.
- Following English, **Spanish** is the second most common language spoken at home by Dubuque residents 2.4% of households or 1.6% of the total population.

- Language demographics have remained virtually **unchanged** between 2012 and 2017. A 0.5% decrease in the number of residents speaking English-only was observed.
- Fair Housing materials on the City’s website are all in English with the exception of one in Spanish.

Familial Status

“Familial status” refers to the presence of at least one **child under 18 years old**, and also protects prospects and tenants who are pregnant or in the process of adopting a child. More than 6,500 (27.4%) households fit this profile in City of Dubuque.

Families and Households with Children

| S1101: HOUSEHOLDS AND FAMILIES | Dubuque, Iowa | | | | |
|--|---------------|---------------------------------|---|---|----------------------|
| 2013-2017 American Community Survey 5-Year Estimates | Total | Married-couple family household | Male householder, no spouse present, family household | Female householder, no spouse present, family household | Non-family household |
| | Estimate | Estimate | Estimate | Estimate | Estimate |
| Total households | 23,974 | 10,538 | 1,066 | 2,635 | 9,735 |
| Average household size | 2.27 | 2.92 | 3.08 | 3.01 | 1.27 |
| | | | | | |
| FAMILIES | | | | | |
| Total families | 14,239 | 10,538 | 1,066 | 2,635 | (X) |
| Average family size | 2.86 | 2.90 | 2.68 | 2.80 | (X) |
| | | | | | |
| SELECTED HOUSEHOLDS BY TYPE | | | | | |
| Households with one or more people under 18 years | 27.4% | 37.2% | 72.9% | 69.3% | 0.4% |
| Households with one or more people 60 years and over | 37.2% | 38.3% | 22.0% | 24.0% | 41.4% |
| Householder living alone | 32.6% | (X) | (X) | (X) | 80.3% |
| 65 years and over | 11.8% | (X) | (X) | (X) | 29.0% |
| | | | | | |
| UNMARRIED-PARTNER HOUSEHOLDS | | | | | |
| Same sex | 0.0% | (X) | (X) | (X) | (X) |
| Opposite sex | 6.7% | (X) | (X) | (X) | (X) |

Figure 14 Households and Families. Source: ACS 2017 5-Year Estimates, Census Bureau

Disability

The Census Bureau defines “disability” as a lasting physical, mental, or emotional condition that makes it difficult for a person to conduct daily activities or impedes her from being able to go outside the home alone or to work. Among the civilian noninstitutionalized population 12.8% percent reported a disability. The disability rate for females was 14 percent, compared to 11.5 percent for males. The likelihood of having a disability varies significantly by age. As is generally the case, adults aged 75 and older have the highest rate (46.6 percent) of disabilities, something for Dubuque to continually assess as Boomers in the community age.

Key Data:

- More than 3,000 residents (across all age groups) reported a **disability**.
- In terms of disabilities by type **Ambulatory** (6.6 percent) followed by **Cognitive** (5.3 percent) and **Independent Living** (5.3 percent) are the most common.
- The disability rate for **females** was 14 percent, compared to 11.5 percent for males.
- 29.8 percent (944) of Dubuque’s **veterans** reported a disability.

Disability by Type - All Ages

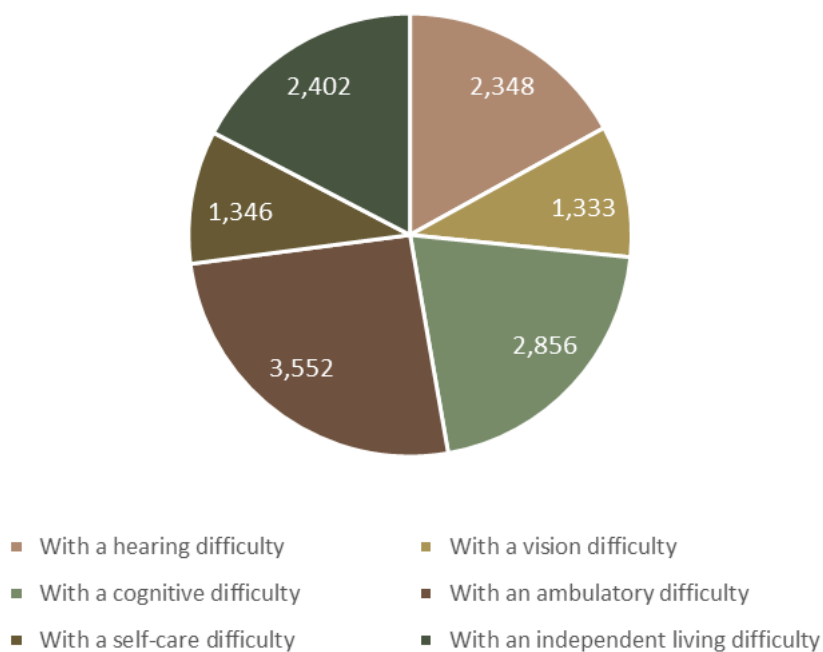


Figure 15 Count of Disability by Type (all ages)

From January through April of 2019, the Iowa Finance Authority conducted a telephone survey with rental property managers throughout Iowa; about 40% of Dubuque landlords responded. The findings regarding Dubuque and rental unit accessibility included that of single-family units a reported 6.5% are accessible, 13.8% of apartment units are accessible, and one Mobile Home was reported accessible by

the property manager. The City can take administrative policy steps to ensure accessibility is part of the review of housing development proposals prior to approval.

Additional Iowa Protected Class Members and Other Vulnerable Populations

Under Iowa law, protected classes include Sexual Orientation and Gender Identity. Members of these protected classes and other vulnerable populations should also be acknowledged as City of Dubuque residents likely to face greater challenges in securing safe, stable and affordable housing. In particular, Dubuque is making progress to address the affordable housing needs of Veterans.

Veterans

Dubuque is home to 3,425 veterans of whom 1,881 are age 65 years or over and 195 are female Veterans. ‘Veterans are far more likely to experience **homelessness** than other Americans, in part because of their high rates of posttraumatic stress disorder, physical injuries and disabilities, and other factors that make reintegrating into civilian life and employment difficult.’^{xviii} According to HUD, 13 percent of all homeless adults are veterans.

Key Data:

- The majority (1,115) of Dubuque’s veterans served in Vietnam.
- Dubuque is also home to veterans who saw action in the First (476) and Second (529) Gulf Wars, Korea (463), and World War II (191).
- **More than one in four veterans (28.9%) has a disability** which is a significantly higher rate than the total civilian noninstitutionalized population with disability of 12.8%.

Recent approved development projects (discussed briefly in Assessment of Past Goals section), show that there is intentional expansion of affordable housing for Veterans. This is a positive step for Veterans in the community.

Homeless

High housing costs, low vacancy rates for affordable housing, and poor quality housing are most associated with instability and increased risk of homelessness. Single female head of households are more likely to be cost-burdened; many individuals and families in the City of Dubuque may sleep in temporary arrangements (on the floors or couches of friends and family) due to the high cost burden and low availability of affordable housing. Stakeholders report that Marshall Islanders often join other family members, making for crowded conditions.

The City has eight organizations providing access to emergency and transitional shelter services. Some of these organizations serve specific populations, such as pregnant women and victims of domestic violence. The bed capacity for these organizations is 167 and 116 persons were sheltered. Hope House, Dubuque Rescue Mission, and Hillcrest Family Services were at full or over capacity at the time of the survey. These organizations serve men and families, representing high need in the community. Overall, during the January 2019 point-in-time homeless count 69% of the available beds were full. Programs with vacancies on the day of the survey included: Dubuque Rescue Mission Transitional, Teresa Shelter (Emergency), the Dubuque Community Y Domestic Violence Program, Maria House, Mary’s Inn (pregnant women), Francis Apartments, and Almost Home.

The homeless population, while not a protected class per se, is often disproportionately comprised of persons of color. While the Consolidated Plan provides more information about homeless and the Continuum of Care, as part of the AI development a focus group was held with homeless women. Stakeholders talked about shelter age limits resulting in families not being able to stay together. Women discussed that the lack of child care and inability to pay for care had caused them to turn down jobs. In another focus group, the issue of the rising number of elderly women in poverty was emphasized. The Equitable Poverty Prevention Plan research will look at homelessness and offer suggestions for strengthening how Dubuque can effectively serve this vulnerable population.

Poverty

The Dubuque City Council has made the Equitable Poverty Prevention study and plan a top priority for 2020. The City is concerned about its level of poverty and thus little of what follows is ‘new’ news. To reduce duplication of effort and information shared, this AI narrowly focuses on key data and does not offer suggestions for reducing poverty in Dubuque.

The latest data show that poverty has risen in Dubuque from 9.5% in 2000 to 16.3% in 2017. Nearly **9,000 residents** of Dubuque live below the poverty level which is higher than the national rate of 12.3%.

Key Findings:

- **Females** in Dubuque experience poverty at a greater rate (17.1%) than males (14.7%).
- **Black or African American** residents represent 5% of Dubuque’s population and experience a significantly larger degree of poverty; among the African American community 60.1% live in poverty.
- More than 3,000 residents could be considered as **‘working poor’** with 2.7% who worked full-time, year-round and 24.0% who worked part-time or part-year in the past 12 months still living in poverty.
- Dubuque’s **youngest residents** are severely impacted by poverty with nearly 30% of the children under 11 making up over half the Dubuquers living in poverty.
- Dubuque’s **seniors age 75 and older make up 43%** of the residents living in poverty.

As the City is acutely aware, the poverty rate for the community’s protected classes and most vulnerable residents requires action. The need for safe, affordable housing increases with the rise of poverty. Specific aspects of the population, such as seniors, demand greater attention to ensuring there is accessible housing.

Dubuque’s poverty rate and lower median income impacts whether Dubuquers own or rent a home.

Homeownership in the United States has long been considered part of the ‘American Dream’ and a pathway to intergenerational wealth. Persons of color and females are more likely to live in poverty in Dubuque.

Poverty by Location in Dubuque

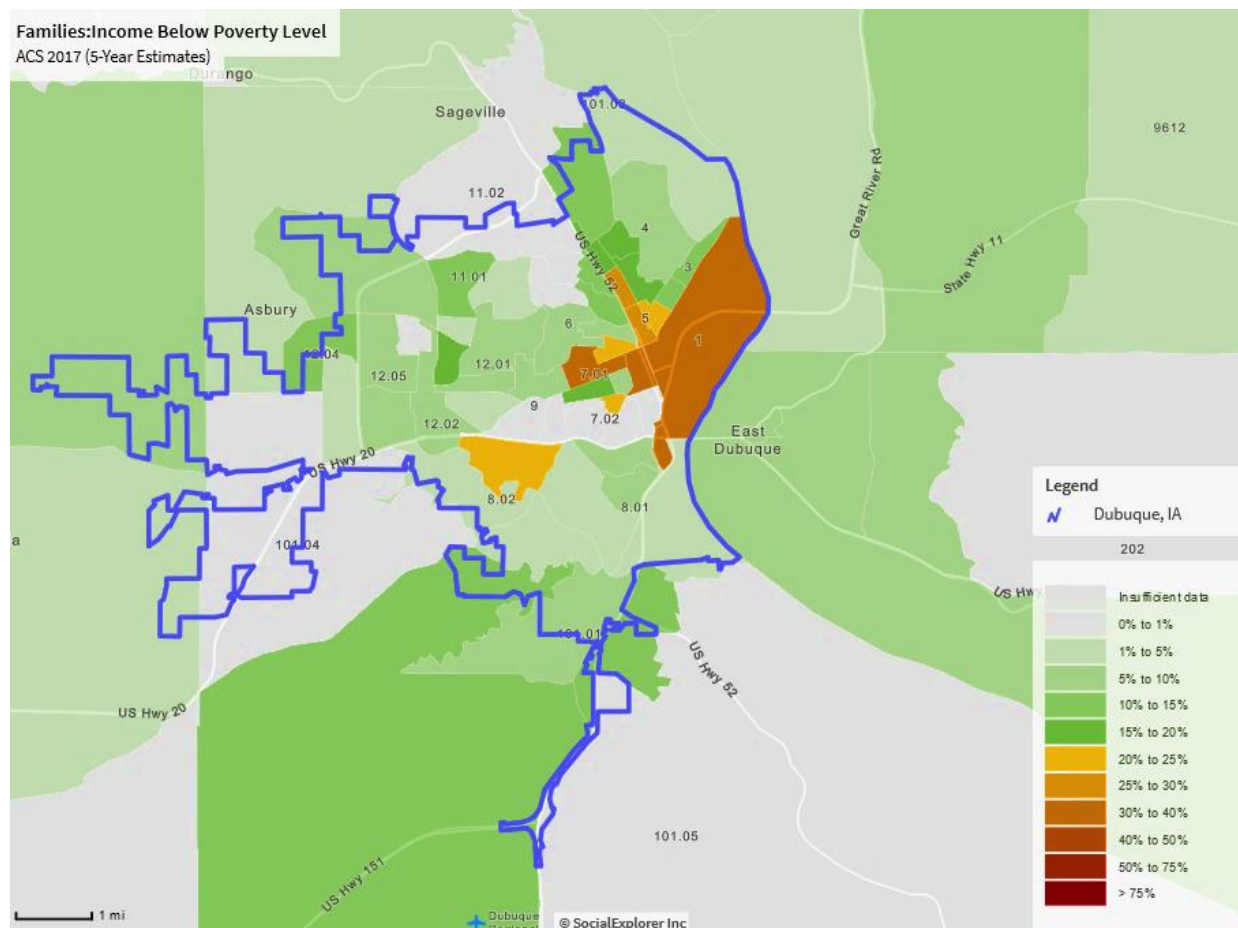


Figure 16 Family Households Living Below Poverty Level. Source: ACS 2017 5-Year Estimates, Social Explorer

As a result of higher rates of poverty and lower median incomes, most persons of color are renters in Dubuque; whites own 98.4% of the total owner occupied housing units.

Owner v. Renter Occupied Housing Units by Race & Ethnicity

| ACS 5-Year Estimates 2017 | Owner Occupied | Owner Occupied % | Renter Occupied | Renter Occupied % |
|---|----------------|------------------|-----------------|-------------------|
| | Estimate | Estimate | Estimate | Estimate |
| Occupied housing units | 15,175 | 15,175 | 8,799 | 8,799 |
| RACE AND HISPANIC OR LATINO ORIGIN OF HOUSEHOLDER | | | | |
| One race -- | | | | |
| White | 14,926 | 98.4% | 7,366 | 83.7% |
| Black or African American | 63 | 0.4% | 722 | 8.2% |
| American Indian and Alaska Native | 0 | 0.0% | 5 | 0.1% |

| | | | | |
|---|--------|-------|-------|-------|
| Asian | 88 | 0.6% | 289 | 3.3% |
| Native Hawaiian and Other Pacific Islander | 12 | 0.1% | 97 | 1.1% |
| Some other race | 6 | 0.0% | 52 | 0.6% |
| Two or more races | 80 | 0.5% | 268 | 3.0% |
| Hispanic or Latino origin | 99 | 0.7% | 281 | 3.2% |
| White alone, not Hispanic or Latino | 14,842 | 97.8% | 7,158 | 81.4% |

Figure 17 ACS 2017 5-Year Estimates, U.S. Census Bureau

ACS data clearly shows areas with higher concentrations of families living in poverty, unsurprisingly including the census tracts in east Dubuque, colloquially called ‘The Flats’ which has:

- Poverty rates of over 30%
- Unemployment ranging from 6 to 10 percent,
- Median Household Income at \$23,814.
- Low income households with severe house burden over 35%
- Moderate Income households with severe house burden 34%

Educational Attainment

Education is fundamental to sustainable development, contributes to individual’s economic status and impacts where they live. A snapshot of Dubuquers shows that:

- 93.2% of households in City of Dubuque had a **high school education**.
- The majority (nearly 62%) of Dubuquers have educational attainment beyond high school.
- 20.49% have some college, and 30.5% have **bachelor’s degrees** and above.
- Dubuque **students perform better** at 88.95% than the national average of 84.6 percent. However, the rate has declined slightly year over year since 2013-2017.
- **English Language learners** experience significantly higher high-school drop-out rates 52.38%.
- Dubuque’s post-secondary education level is lower than national levels. According to the Census Bureau (2017) 33.4% of Americans 25 or older had earned a bachelor’s degree.

Educational Attainment Levels in Dubuque

| DP02: SELECTED SOCIAL CHARACTERISTICS IN THE UNITED STATES | Dubuque city, Iowa | |
|--|--------------------|---------|
| 2013-2017 American Community Survey 5-Year Estimates | Estimate | Percent |
| College or graduate school | 5,969 | 38.7% |
| EDUCATIONAL ATTAINMENT | | |
| Population 25 years and over | 38,897 | 38,897 |
| Less than 9th grade | 802 | 2.1% |
| 9th to 12th grade, no diploma | 2,516 | 6.5% |
| High school graduate (includes GED) | 12,601 | 32.4% |

| | | |
|--|-------|-------|
| Some college, no degree | 7,969 | 20.5% |
| Associate's degree | 3,133 | 8.1% |
| Bachelor's degree | 7,687 | 19.8% |
| Graduate or professional degree | 4,189 | 10.8% |
| | | |
| Percent high school graduate or higher | (X) | 91.5% |
| Percent bachelor's degree or higher | (X) | 30.5% |

Figure 18 Educational Attainment. Source: ACS 2017 5-Year Estimates, Census Bureau

In the recent 2019 Washington Neighborhood Market Analysis report, Teska Associates, Inc. noted that education levels in that revitalization area have improved with adults over age 25 without a high school degree or equivalent declining from 28% to 17%, while adults with college degrees have increased from 9% to 13%. (August 27, 2019, City Council Work Session). This may be positive news for the city's core which has historically been a concentrated area of poverty with lower educational attainment rates.

However, it is also something for the City to pay attention to. With revitalization can come the positive benefits of 'gentrification,' such as decreased crime and improved housing and street conditions. Yet, cities around the nation have also experience pitfalls for protected classes who are displaced due property values rising and being priced out of revitalized areas.

Teska Associates, Inc. reports in this geographic area:

- The median income has declined between 3% and 6% since 2007.
- Unemployment is higher in the Washington Neighborhood, ranging from 4.1% to 6.24% based on the Census Tract compared with 2.3% citywide.
- Unemployment in surrounding Census Tracts in the Washington Trade Area range from 2.7% to 10.3%.

Employment

Dubuque's economy employs 30,131 people.

- The largest industries in Dubuque are Manufacturing (4,405 people), Retail Trade (4,360 people), and Health Care & Social Assistance (4,138 people).
- The highest paying industries, by median earnings, are Utilities (\$63,359) and Public Administration (\$56,676), and Professional, Scientific and Technical Services (\$49,071).
- Median household income in Dubuque is \$50,171. Males in Dubuque have an average income that is 1.34 times higher than the average income of females, which is \$44,006.
- The unemployment rate was at 2.4% in September 2019; per the USA Labs study in 2019, unemployment for people of color "hovers around 15%."^{xix}

Employment by Industry in Dubuque

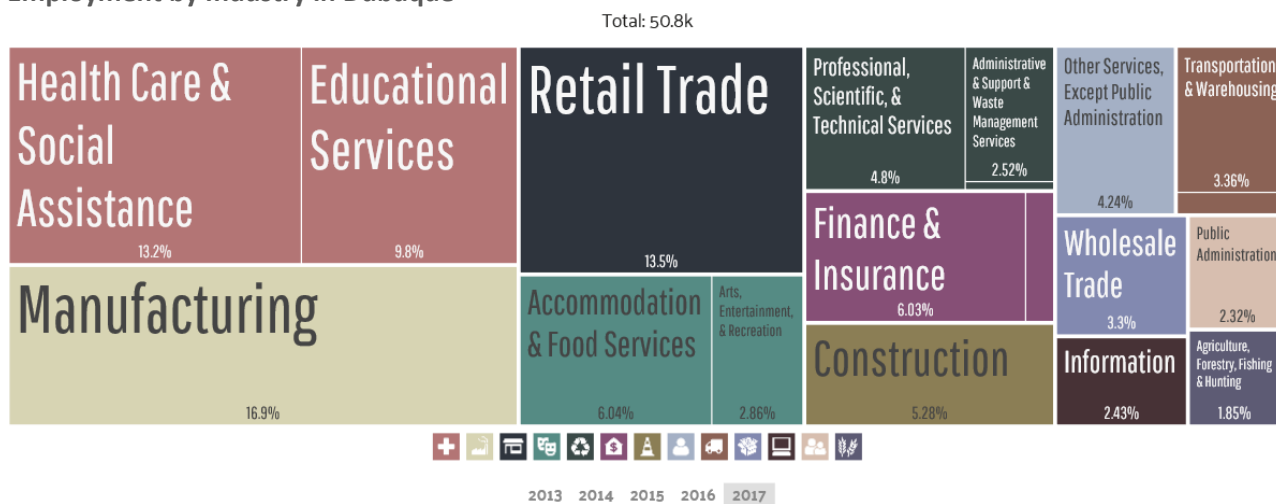


Figure 19 Source: Data USA <https://datausa.io/profile/geo/dubuque-ia#economy>

Notably, the State of Iowa the state ranks 37th in the nation for gender pay equity. The **wage by gender in common jobs** (2017):

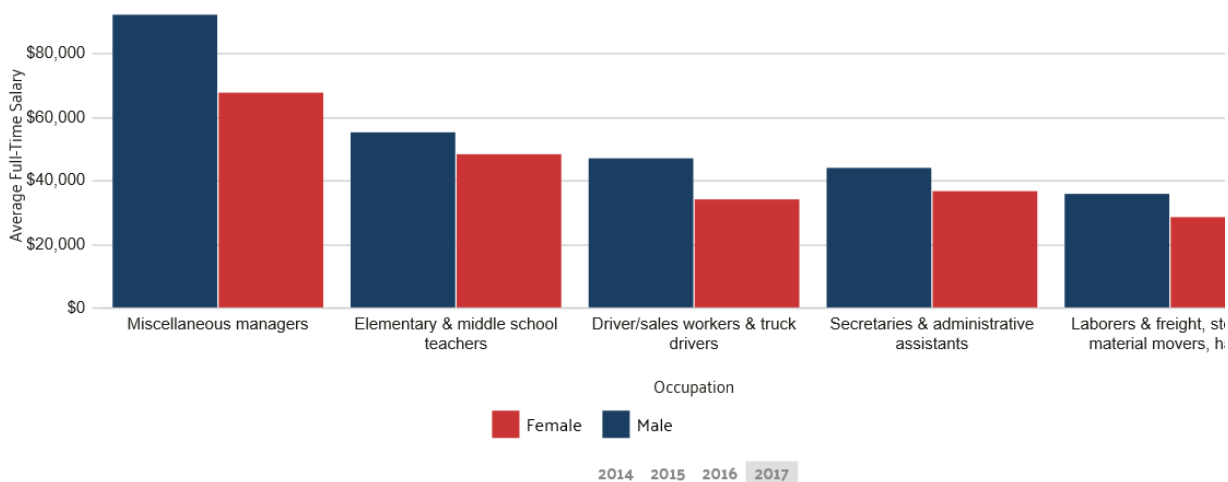


Figure 20 Source: Source: Data USA Dubuque Profile at <https://datausa.io/profile/geo/dubuque-ia#housing>

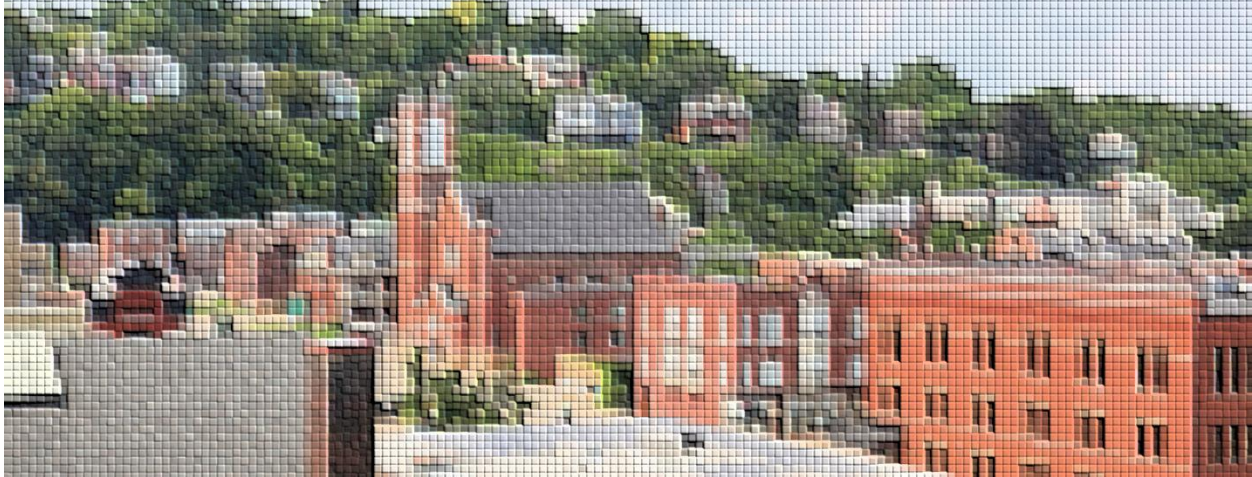
Summary

- Dubuque has seen a decline in population despite the low unemployment rate.
- Slight growth in diversity, especially among African Americans and Pacific Islanders.
- Median income is lower than the national level and poverty is high, perhaps attributable in part to Iowa's minimum wage* (lowest in nation, along with just 13 other states).
- The largest population sector, Millennials, face a rise in home values without an increase in wages/incomes. This makes homebuying a remote possibility for many.
- Females experience more poverty than males in Dubuque; senior women are hit the hardest.

*The State of Iowa's minimum wage is the federally-established rate of \$7.25 per hour. Community participants emphasized that the minimum wage is the chief obstacle to fair housing choice. In the City's comprehensive plan, increasing "economic prosperity" is cited. It is crucial to educate, as the [Iowa Policy Project](#) explains, even median wage in Iowa is not enough for self-sufficiency:^{xx}

- A single parent with 2 children would need to earn \$22.19 per hour to live above the poverty line;
- For a married couple with 1 child and just one parent working, the self-sufficiency wage is \$22.41;
- The average wage of a single Iowan is \$12.99; and
- The median wage is \$17.84.

The Iowa State Legislature passed House File 295 in 2017 to prohibit cities and counties from implementing policies at odds with state law, including the setting of minimum wages that exceed the state/federal rate, currently \$7.25 an hour. Proponents of the bill argued that the wages should be set by employers and that permitting local control would create a patchwork of varying minimum wages across the state. Opponents of the legislation argued for local control and local values to be used to address wage issues, fair housing and civil rights issues. The wage issue and associated activities may more deeply considered through Dubuque's Equitable Poverty Prevention Plan work.



VI. HOUSING PROFILE

This section provides an overview of housing, types and locations of units. The four HUD-defined housing problems are addressed in several subsections, chief of which is the cost burden impediment.

Key Impediments

- Low number of vacant units;
- Prevalence of HUD-defined housing problems, including cost burden; and,
- Publicly supported housing concentration.
- Further, community participants report private sector financial services obstacles to homeownership.

Housing Overview

Dubuque's total housing units have increased since 2010, from 24,985 to 25,932 in 2017, **an increase of 947 units**. Nonetheless, vacancy rates are an impediment (housing scarcity) particularly impacting Dubuquers seeking affordable housing. Vacant units are spatially dispersed throughout Dubuque with the largest clusters on the east side and downtown, areas mentioned throughout this AI for density of poverty and racial/ethnic diversity.

Imagine Dubuque includes strategies for expanding land use, the preservation of historic housing stock, and developing new housing units.

Housing Types

A profile of the types of housing in Dubuque shows that single family units are most prevalent per the following chart.

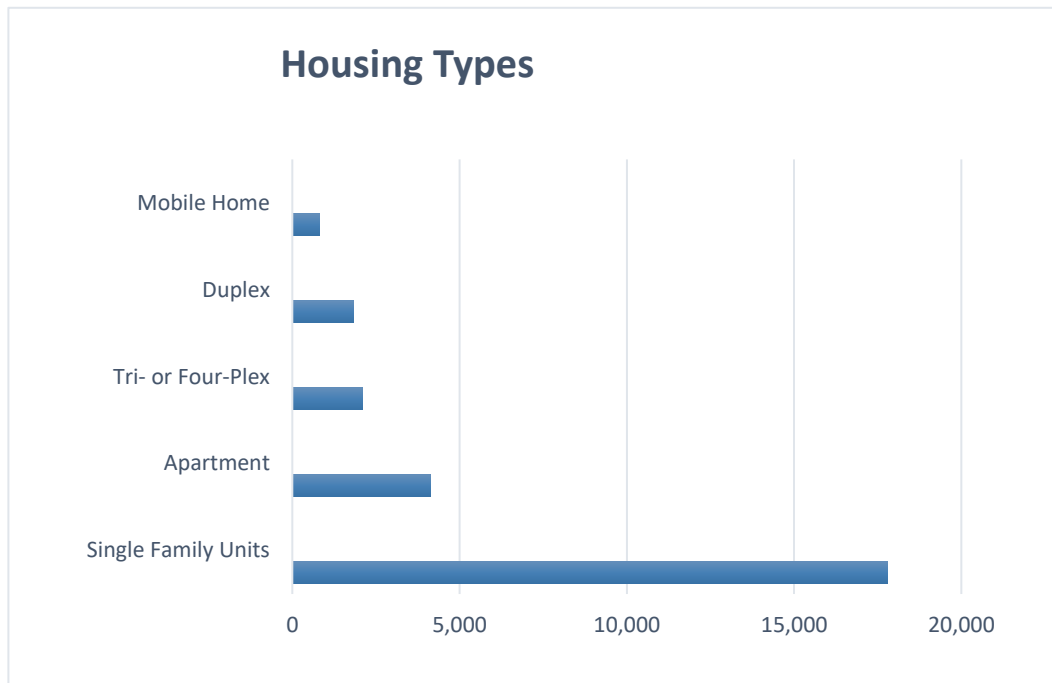


Figure 21 Chart 9 Housing by Type (count). Iowa Housing Finance Authority 2019

Because Dubuque is predominantly white, a look at housing types by race and ethnicity holds few surprises. Of note is that Pacific Islanders, while renters, are not residing in apartments. Also, mobile home residents are whites.

Housing Types by Household Race and Ethnicity

| Unit Type | White | Black | American Indian | Asian | Native Hawaiian/Pacific Islanders | Other | Two or More Races |
|---------------|-------|-------|-----------------|-------|-----------------------------------|-------|-------------------|
| Single Family | 70.4% | 46.1% | 0% | 33.3% | 45% | 10.3% | 41.4% |
| Duplex | 5.8% | 19.2% | 0% | 2.7% | 19.3% | 43.1% | 10.6% |
| Tri or 4-Plex | 6.1% | 22.4% | 0% | 32.9% | 35.8% | 34.5% | 21% |
| Apartment | 14.3% | 12.2% | 100% | 27.3% | 0% | 12.1% | 27% |
| Mobile Home | 3.4% | 0% | 0% | 3.4% | 0% | 0% | 0% |

Figure 22 Housing Types & Household Race and Ethnicity. Source: ACS 2017 5-Year Estimates

While mobile home residents make up a small percent of households in Dubuque, as Community Participants discussed, mobile home communities have been purchased and prices have been raised, making them unaffordable and putting residents at risk of homelessness.

The Dubuque City Council is aware of this crisis situation and it appears addressing this issue may be state legislative priority. This issue is included in the 2019 proposed fair housing plan.

Age When Housing Built

Dubuque's historic structures lend to the community's charm and beauty. However, aging housing stock also becomes an issue: nearly 30 percent of Dubuque's housing structures were built in 1939 or earlier.

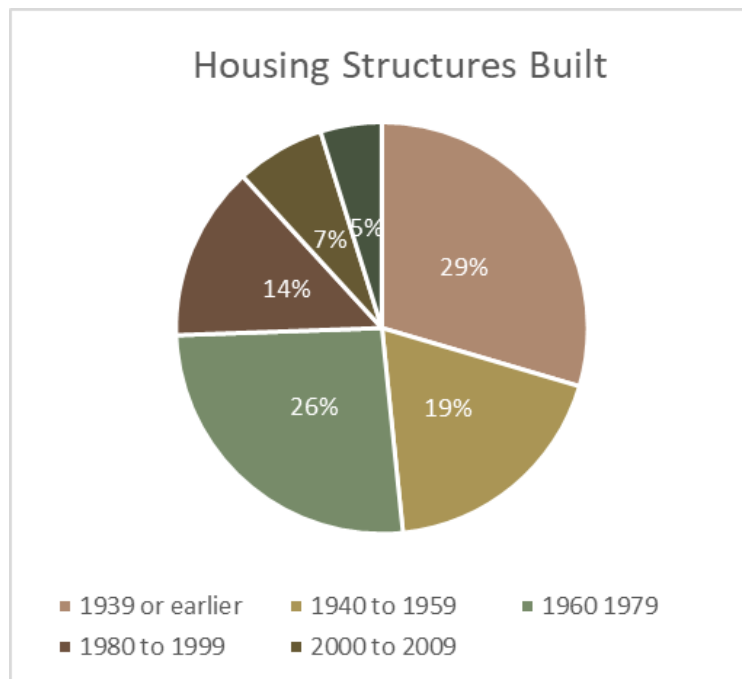


Figure 23 Housing Structures Year Built Percentages

The City has been tackling the aging stock issue using CDBG funds and partnerships with effective community organizations like the Greater Dubuque Development Corporation's True North program. Additionally, for over a decade significant investments have been made in the Washington Neighborhood. Investment and preservation strategies, including with the use of CDBG funds, Low Income Housing Tax Credit (LIHTC) and other funding is a community strength. Examples follow:

The C.H.A.N.G.E. Initiative (Comprehensive Housing Activities for Neighborhood Growth and Enrichment) identifies and rehabilitates downtown housing units. It is a \$19 million plan to improve 739 homes. Key partners include Community Housing Initiatives and Greater Dubuque Development Corporation's True North initiative. It encompasses:

- Homebuyer Program
- Housing Choice Voucher Home Ownership
- Home Repair Loan
- Accessibility Rehabilitation
- Homeowner Rehabilitation Program
- Homeowner Rehabilitation Loan Program
- First-Time Homebuyer

Greater Dubuque Development Corporation's True North program is focuses on:

- Removal of blight and creation of affordable housing
- Pursuit of redevelopment, reuse and repurposing of commercial and/or industrial Infrastructure Improvements

The following map shows where Public Housing (none in Dubuque), project-based and LIHTC properties are located (in purple):

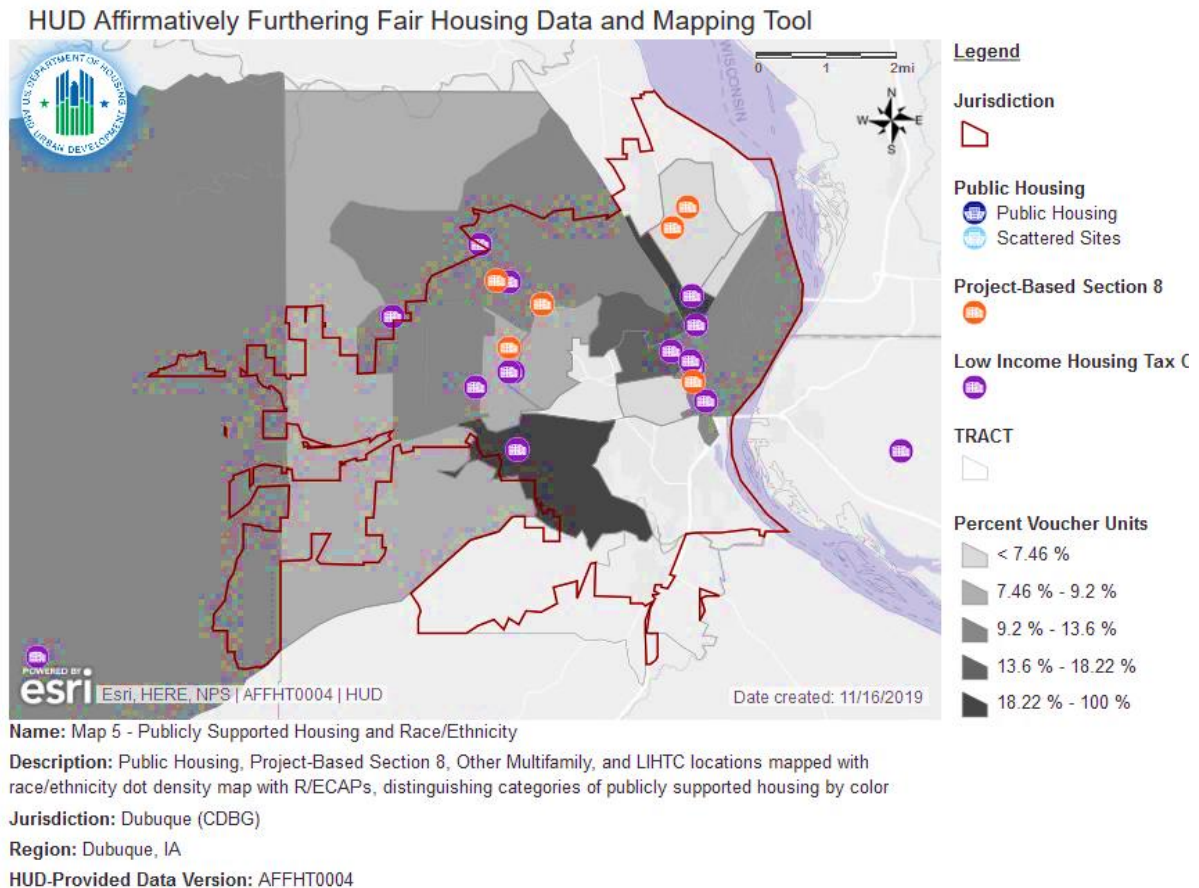


Figure 24 Publicly Supported Housing. Source: HUD AFFHT 0004

However, mapping patterns continue to show that publicly assisted housing (particularly the Housing Choice Voucher program tenants) continues to be clustered in older housing stock.

As Dubuque's Director of the Housing and Community Development Department noted, the most vulnerable residents live in the oldest, most vulnerable housing stock. The City provided the heat map that follows shows where all rental units are located, and the left-side shows where units are available to persons receiving housing assistance: *the bulk of the assisted housing units are located in the area where there is a high concentration of poverty and oldest housing stock.*

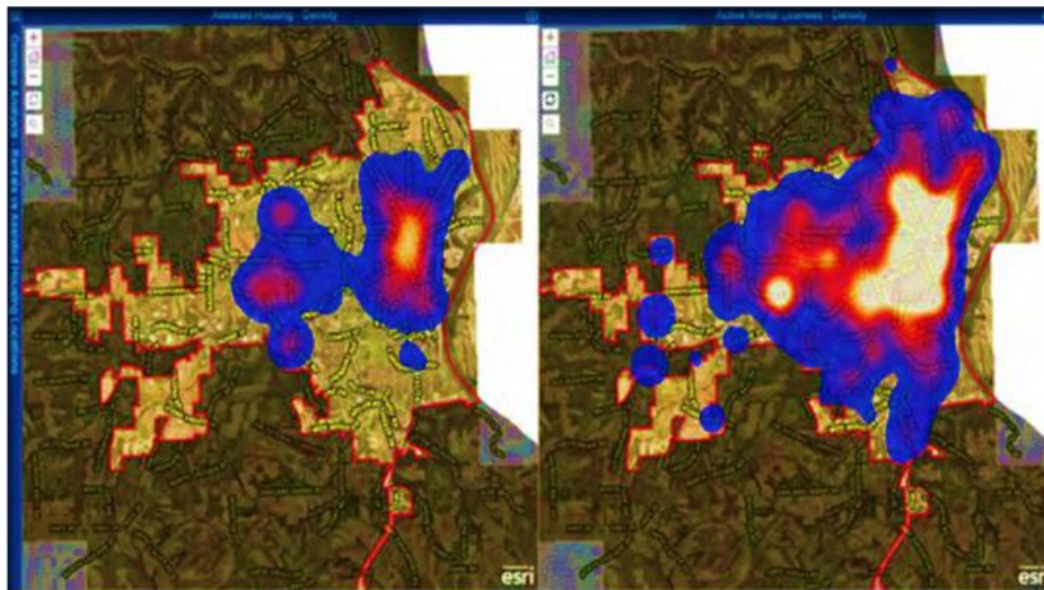


Figure 25 Heat Map of Publicly Supported Rental Housing. Source of Income Committee Report (December 2018)

Housing Problems

The four HUD-defined housing problems are: (1) Incomplete **kitchen** facilities, (2) Incomplete **plumbing** facilities, (3) more than 1 person per room (**overcrowding**), and (4) **cost burden** greater than 30%. The four **severe housing problems** are: incomplete kitchen facilities, incomplete plumbing facilities, more than 1 person per room, and **cost burden greater than 50 percent**.

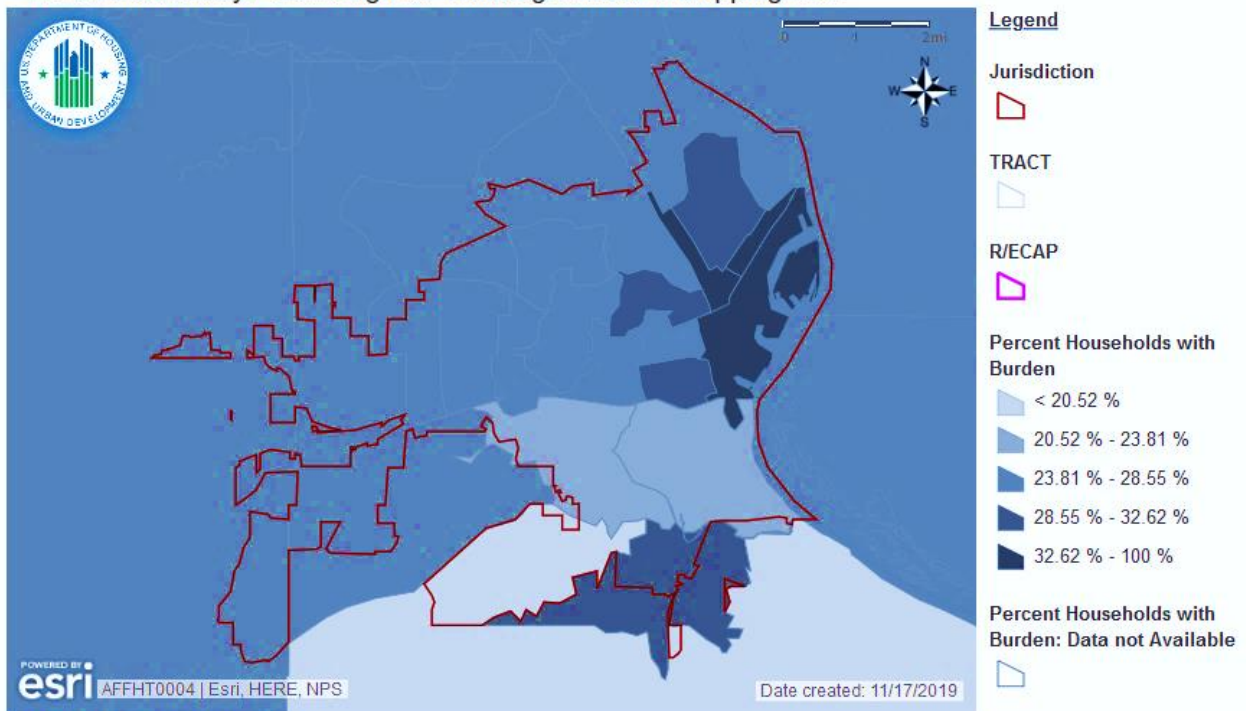
Cost burden is the ration of housing costs to household income. For renters, housing cost is gross rent (contract rent plus utilities). For owners, housing cost is 'select monthly owner costs' which includes mortgage payment, utilities, association fees, insurance, and real estate/property taxes.

HUD defines cost-burdened families as those who pay **more than 30 percent** of their income for housing and may have difficulty affording necessities such as food, clothing, transportation, and medical care. Severe rent burden is defined as paying **more than 50 percent** of one's income on rent.

HUD includes overcrowding as a housing problem it correlates to more health issues and accidents. In Dubuque, 99% of owner occupied units have 1 person per room and 98.2% of renter occupied units have 1 person per room.

A map view of all housing problems, including cost burden, follows.

HUD Affirmatively Furthering Fair Housing Data and Mapping Tool



Name: Map 6 - Housing Problems

Description: Households experiencing one or more housing burdens in Jurisdiction and Region with R/ECAPs and race/ethnicity dot density

Jurisdiction: Dubuque (CDBG)

Region: Dubuque, IA

HUD-Provided Data Version: AFFHT0004

Figure 26 Percent of Households with Housing Problem. Source: HUD AFFHT0004

According to the most recent Comprehensive Housing Affordability Strategy ("CHAS") data* for Dubuque (2012-2016 ACS) 27.5% of all households have at least one of 4 housing problems and nearly 15% have at least one severe housing problem. The following table provides details for the entirety of Dubuque households.

| Housing Problems Overview 1 | Owner | Renter | Total |
|---|--------|--------|--------|
| Household has at least 1 of 4 Housing Problems | 2,455 | 4,160 | 6,615 |
| Household has none of 4 Housing Problems | 12,685 | 4,480 | 17,165 |
| Cost burden not available, no other problems | 105 | 165 | 270 |
| Total | 15,250 | 8,800 | 24,050 |
| Severe Housing Problems Overview 2 | Owner | Renter | Total |
| Household has at least 1 of 4 Severe Housing Problems | 955 | 2,600 | 3,555 |
| Household has none of 4 Severe Housing Problems | 14,185 | 6,040 | 20,225 |
| Cost burden not available, no other problems | 105 | 165 | 270 |
| Total | 15,250 | 8,800 | 24,050 |

Figure 27 Comprehensive Housing Affordability Strategy Data Report 2019

Cost Burden and Income

Nearly one-third of all Dubuque households are cost burdened:

- Renters, 21.0% of Dubuque's renter households are paying 30%-49% of their income on rent.
- A greater number of renter households 24% (2,111) spend 50% or more of the household income on rent.
- Owners without a mortgage had a cost burden rate of 6.7 percent and a severe cost burden rate of 4.3 percent.
- Owner occupied households with a mortgage had a cost burden rate of 15 percent, and severe cost burden at 5.8 percent.

HAMFI Classification

| |
|---------------------------------|
| Extremely Low-Income <30% |
| Very Low-Income < 50% |
| Low-Income < 80% |
| Low- and Moderate Income < 100% |

An owner or renter's income is closely correlated to housing problems. Inherently, cost burden is going to affect those in poverty more readily. HUD's HAMFI is the measure of *median income by household* calculated by HUD-determined housing markets, largely based on metropolitan statistical areas. While HAMFI does not provide the precision of a County Median Income or City Median Income, HAMFI offers HUD the ability to adjust median income by known household size in CHAS tabulations, providing more consistent data metrics across demographics.

In the lowest income category 0-30 percent, more that 90% of Dubuque's households have one or more of the housing problems: *technically no one group has a disproportionate share (more than 10%)*. However, poorer residents inherently experience more housing problems.

Housing Problems for Renters

| Income by Housing Problems (Renters only) | Household has at least 1 of 4 | Household has none of | Cost Burden not available, | Total |
|---|-------------------------------|-----------------------|----------------------------|-------|
| | Housing Problems | 4 Housing Problems | no other housing problem | |
| Household Income less-than or= 30% HAMFI | 2,050 | 245 | 165 | 2,460 |
| Household Income >30% to less-than or= 50% HAMFI | 1,195 | 575 | | 1,775 |
| Household Income >50% to less-than or= 80% HAMFI | 750 | 1,245 | | 2,000 |
| Household Income >80% to less-than or= 100% HAMFI | 95 | 715 | | 810 |
| Household Income >100% HAMFI | 65 | 1,695 | | 1,760 |
| Total | 4,160 | 4,480 | 165 | 8,800 |

Figure 28 Income by Housing Problems (Renters). CHAS Report 2019

For **owners**, the situation is similar. The lowest two income categories experiencing more housing problems, as seen in the following CHAS data table.

Housing Problems for Owners

| Income by Housing Problems (Owners only) | Household has at least 1 of 4 | Household has none of | Cost Burden not available, | Total |
|---|-------------------------------|-----------------------|----------------------------|--------|
| | Housing Problems | 4 Housing Problems | no other housing problem | |
| Household Income less-than or= 30% HAMFI | 670 | 65 | 105 | 845 |
| Household Income >30% to less-than or= 50% HAMFI | 650 | 735 | | 1,385 |
| Household Income >50% to less-than or= 80% HAMFI | 700 | 2,065 | | 2,765 |
| Household Income >80% to less-than or= 100% HAMFI | 230 | 1,710 | | 1,940 |
| Household Income >100% HAMFI | 205 | 8,110 | | 8,315 |
| Total | 2,455 | 12,685 | 105 | 15,250 |

Figure 29 Income by Housing Problems (Owners). CHAS Report 2019

As expected, the prevalence of housing problems is concentrated in areas where poverty is the highest. This can put place significant financial strain on residents' ability to afford basic necessities and which is then exacerbated when any large unexpected expense (such as car repairs) occur.

Location of Affordable Rental Housing to 50% AMI.

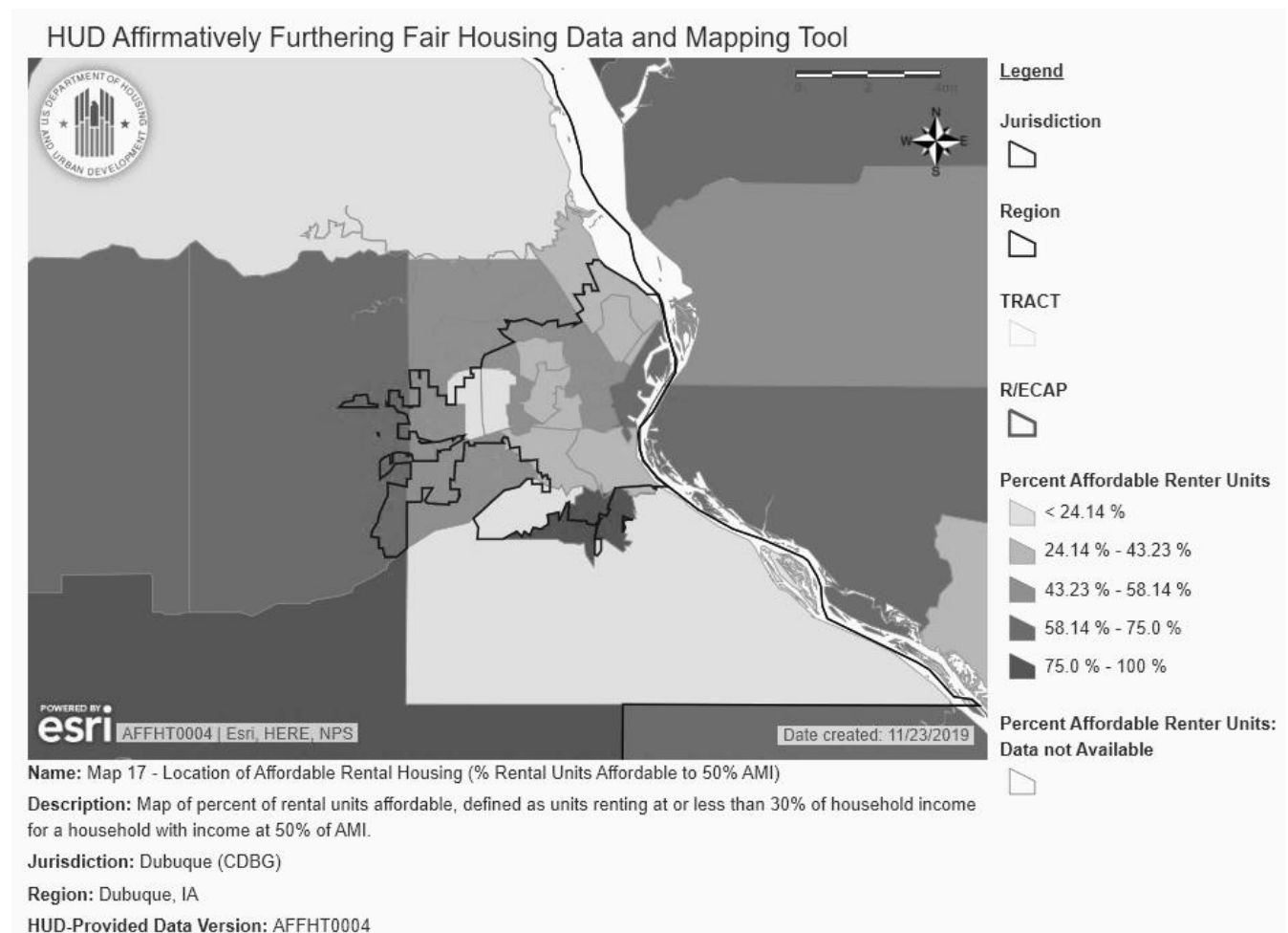


Figure 30 HUD AFFH Mapping

Housing Problems by Race & Ethnicity

The small number of minority households makes it difficult to make inferences, however it is worth noting that in several income categories, for some minority groups **more households than not** have housing problems:

- For households with 0-30% and 30-50% of Area Median Income Black/African American, Asian and Hispanic households have more housing problems than not.
- All 25 American Indian and Native Alaskan Households (100% percent in this income category) had housing problems.
- 61% of households with 30% to 50% of Area Median Income had one or more housing problems.
- Thirty-two percent of households with 50% to 80% of Area Median Income had one or more housing problems. Pacific Islanders had a disproportionate share at 100%.
- 13% of households with 80% to 100% of Area Median Income had one or more housing problems. American Indian/ Alaska natives had a disproportionate share at 71.4%, and Pacific Islanders at 100%.

- All 65 Pacific Islander households had housing problems in the income categories in which they appear.

As stated, while small numbers make it difficult to establish disproportionality and cost-burden is a prevailing issue in Dubuque, all broad strategies to increase the affordability and accessibility of housing would likely benefit these small minority groups as well as the City as a whole.

Zoning

In concert with the development of *Imagine Dubuque*, a comprehensive review of zoning and land use occurred. Within the Dubuque city limits, 2,490 acres (18%) of total land area remained vacant and developable based on 2017 zoning designation. Because there are fewer units available than households in need for those who make <30% Household Area Median Family Income, land use and development decisions will make affordable housing a priority. The following map details the City Council-approved future land use map that *Imagine Dubuque* strategies build upon.

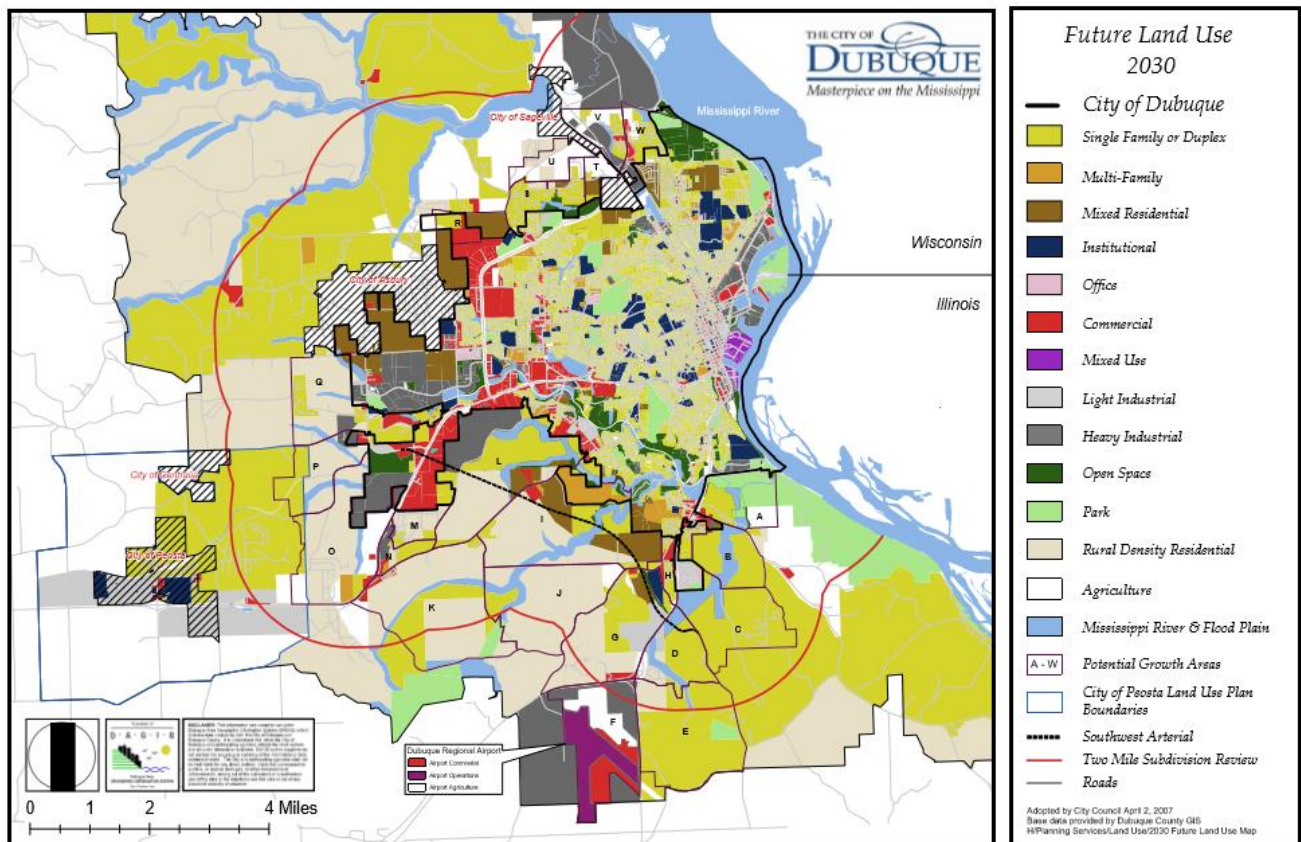


Figure 31 Future Land Use 2030 Map. Source: City of Dubuque

Imagine Dubuque Strategies for Expanding Affordable Housing

Single Family

Serve neighborhood needs such as education, housing, and recreation equitably while maintaining a viable, livable atmosphere and reducing environmental impacts. Access to trails, open space, and other

recreational and educational amenities, connections to needed goods and services, and protecting significant woodland, prairie, and wetland areas and avoid steep slopes are all strategies.

Multi Family

Encourage a mix of housing affordable for all segments of Dubuque's population throughout the community, including options for those who might be saving for their first home, taking into account proximity to jobs to minimize transportation costs, and increasing access to goods and services in a walkable environment.

Mixed-Use

Create a vibrant environment where residents can live, work, and play within walking and biking distance of their home at opportunity sites throughout the community. Integrate a variety of residential product types in mixed-use areas, including multi-family products such as townhomes and apartments, but also incorporating some single-family housing. *Imagine Dubuque's* mixed use strategies also provides for walkable neighborhoods, with convenient access to goods, services, parks, and schools, without the need to use a car for every trip.

Potential Private Sector Discrimination

Prohibited practices include:

- Redlining, refusing to extend home loans/insurance or offering less favorable terms to someone based on the race of their neighborhood.
- Blockbusting, persuading owners to sell property cheaply based on fear that people of another race will move into the neighborhood, and thus profiting by reselling at a higher price.
- Steering, housing providers guide prospective buyers/renters towards or away from certain neighborhoods based on race.

Among home loan applicants of color, the ability to achieve homeownership is impeded by higher rates of mortgage application denials. Black and Hispanic households in Iowa were denied mortgages at higher rates than white households, even when controlling for income. And, higher cost loans were more prevalent among lower income households than upper income households.

According to Home Mortgage Disclosure Act (HMDA) nationwide data (2017), in terms of conventional loans African Americans are 2.6 times and Hispanic applicants are 2 times more likely than white applicants to be denied. Non-white buyers did a little better with FHA mortgage loans, yet African American are 1.8 times more likely and Hispanic applicants are 1.4 times more likely than white applicants to be turned down. Although a small percentage of Dubuque's population is a race/ethnicity other than white, homeownership is disproportionately low, even by national standards. The homeownership rate for Dubuque's black citizens is just 8%, down from roughly 10% in 2015.^{xxi}

Dubuque Home Mortgage Disclosure Act data do not clearly signal obstacles, largely because for conventional loans race and ethnicity were not reported, Community Participants in this AI reported that redlining is occurring, indicating that an independent fair housing testing program would be helpful in terms of a deeper analysis to ascertain if prohibited discriminatory practices are occurring.

Housing Forecast

The [Iowa Finance Authority](#) forecasts that in 2030 there will be a projected 25,147 households of which 15,918 are projected to be owner occupied, and 9,230 are expected to be renter-occupied. Dubuque households are projected to reach 25,192 occupied units by 2050. The expansion of affordable housing will need to be equally strong. Implementation of *Imagine Dubuque* strategies and fair housing goals are crucial for the community to thrive.

Summary of Barriers & Potential Solutions

Key Barriers:

- Cost burden, the most prevalent impediment.
- Poorer households, particularly among person of color, also experience a greater number of HUD-defined housing problems. As noted previously, cost burden is inherently higher in low income households.
- Concentration of Housing Choice Voucher participants in older housing stock.
- No data indicates that HCV acceptance is city-wide; current locations of HCVs show high usage in concentrated areas of poverty.
- Homeownership is predominantly among Whites.

Potential Solutions:

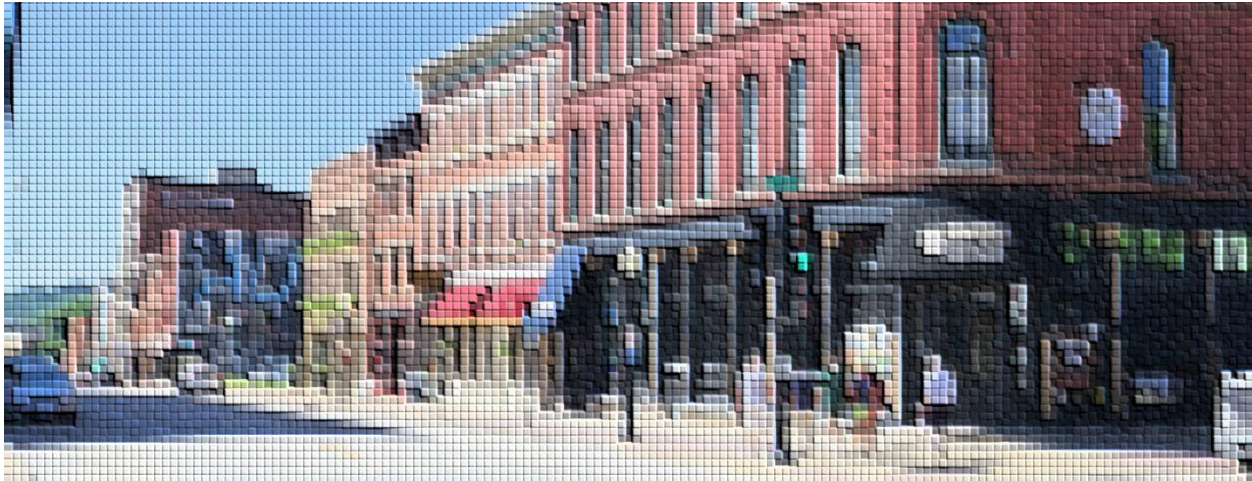
Imagine Dubuque lays out strategies for preserving and reinvesting in structures built early in the 20th Century. The community partnerships are strong and will continue the work of rehabilitating housing stock. The issue of public assisted housing, particularly the HCVs, is addressed in Assessment of Past Goals section of this AI, as well as in the 2019 fair housing actions. Finally, actions such as an independent testing and focus on public transparency for inspections decisions will strengthen fair housing in Dubuque.

Housing patterns of owner occupied versus renter occupied housing are critical as homeownership is thought to have a substantial access to opportunity impact. The HUD-defined opportunity indices are addressed in the next section of this report. As one Dubuque resident said, not being able to get a mortgage for a small house means nothing to leave one's children. This speaks to the historical lens to homeownership in the U.S.: owning a home has been thought of as integral to achieving the American Dream.

With homeownership lowest for people of color, further examination of practices and approaches in Dubuque is needed. The City of Dubuque and its community partners have solid home buying programs. Analysis of racial/ethnic disparities is advisable and improved outreach and supports for potential homebuyers could be necessitated. Outreach that is culturally competent should come in the form of greater down payment assistance, a homebuying "coach," or other promising approaches used in Iowa and across the nation. One valuable resource is HUD's randomized trial results from a multi-year demonstration project: [First Time Home Buyers Education and Counseling \(June 2016\)](#)

The cost burden for Dubuque residents is untenable. However, this is an issue across the nation and promising approaches are being tested; some are similar to *Imagine Dubuque* strategies. Further, the expectation is that the Equitable Poverty Prevention Plan will offer insights on best practices, specific

approach to increasing wages. This AI's fair housing goals offer a set of actions that will help ensure that discrimination and disparate impact is mitigated.



VII. ACCESS TO OPPORTUNITY

Among the many factors that drive housing choice for individuals and families are neighborhood factors. HUD refers to these factors within communities as ‘areas of opportunity.’ To thrive one needs living wages, good schools, affordable housing, efficient public transportation, safe streets, good services, adequate parks, and full-service grocery stores. While not mentioned by HUD, child care has increasingly become a factor that impacts one’s ability to thrive.

HUD has developed a series of indices to help inform communities about segregation in their jurisdiction and region, as well as about disparities in access to opportunity. Each opportunity index is percentile ranked on a 0–100 scale, with a score closer to 100 indicating a higher level of opportunity. During AI development researchers were hampered by HUD’s AFFH technology system non-functionality (extraction of data tables not possible). Thus, mapping is used throughout to capture indices ratings; in some instances older is used, including 2000 Census Data.

The HUD opportunity indices are:^{xxii}

| Index | Level of Geography | Description |
|-------------------------------|--------------------|---|
| Low Poverty Index | Tract | Captures poverty in a neighborhood using the poverty rate. |
| School Proficiency Index | Block Group | Uses fourth-grade performance to assess the quality of an elementary school in a neighborhood. |
| Jobs Proximity Index | Block Group | Quantifies the accessibility of a neighborhood to job locations within the larger region, with larger employment centers weighted accordingly. |
| Labor Market Engagement Index | Tract | Describes the relative intensity of labor market engagement and human capital in a neighborhood, using the unemployment rate, labor force participation rate, and educational attainment. |

| | | |
|-------------------------------|----------------------|---|
| Low Transportation Cost Index | Tract | Estimates the transportation costs for a three-person single-parent family with income at 50 percent of the median income for renters. |
| Transit Trips | Tract | Quantifies the number of public transit trips taken annually by a three-person single-parent family with income at 50 percent of the median income for renters. |
| Environmental Health | Tract | Describes potential exposure to harmful toxins at the neighborhood level. |
| Dissimilarity Index | CDBG HOME CBSA | A measure of community-level segregation which represents the extent to which the distribution of any two groups differs across census tracts or block-groups. |

Low Poverty Index & Income

Poverty significantly impacts access to opportunity. Dubuque's poverty rate of 16.3% is both higher than the county (11.9%) and the state (12%). One in five lowans cannot meet basic needs and the poverty rate is higher in Dubuque. The Low Poverty Index is based on the poverty rate and captures poverty in a given neighborhood with the poverty rate is determined at the census tract level. *Poverty Index values are inverted meaning the higher the score, the less exposure to poverty in a neighborhood.*

Census tracts 5 (11 index score) and 1 (13 index score) hold the poorest neighborhoods in city of Dubuque. Conversely the neighborhoods least impacted by poverty are located in census tracts 001204 and 001205 in the Western Edge both with poverty index scores of 93.

HUD Affirmatively Furthering Fair Housing Data and Mapping Tool

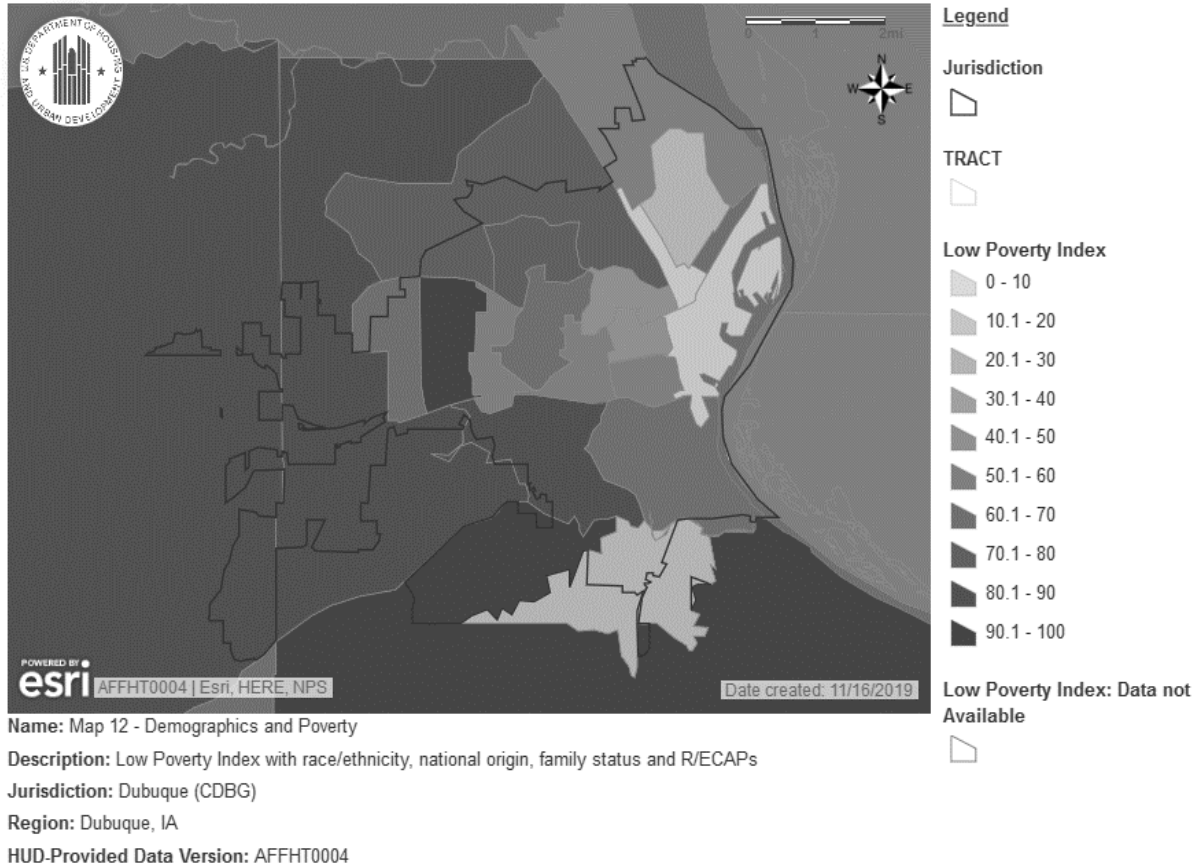


Figure 32 Low Poverty Index Map. Source: HUD AFFHT0004

The map that follows adds further context to poverty in Dubuque by mapping the percentages of families within block groups who are living below the poverty level. At 36.7% Block Group 1 – Census Tract 1 has the highest rate of families in poverty.

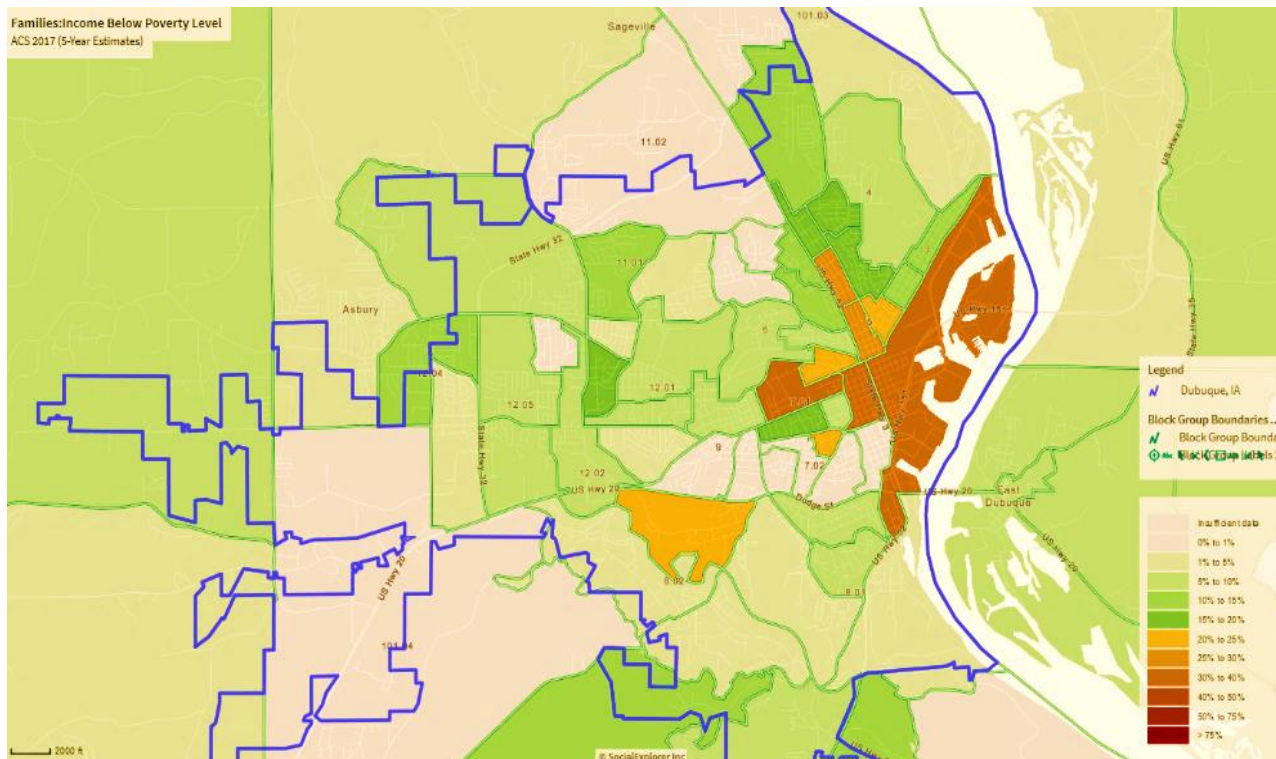


Figure 33 Percentage Families Living Below Poverty Level. Source: ACS 2017 5-Year Estimate, Social Explorer

The Poverty Thresholds for 2018* are provided below for additional real-life context. As an example, the poverty threshold for a family household with two adults and two children is \$25,465 annual income or less.

| Poverty Thresholds for 2018 by Size of Family and Number of Related Children Under 18 Years | | | | | | | | | | |
|---|-----------------------------|---------------------------------|--------|--------|--------|--------|--------|--------|--------|---------------|
| Size of family unit | Weighted average thresholds | Related children under 18 years | | | | | | | | |
| | | None | One | Two | Three | Four | Five | Six | Seven | Eight or more |
| One person (unrelated individual): | 12,784 | | | | | | | | | |
| Under age 65..... | 13,064 | 13,064 | | | | | | | | |
| Aged 65 and older..... | 12,043 | 12,043 | | | | | | | | |
| Two people: | 16,247 | | | | | | | | | |
| Householder under age 65..... | 16,889 | 16,815 | 17,308 | | | | | | | |
| Householder aged 65 and older... | 15,193 | 15,178 | 17,242 | | | | | | | |
| Three people..... | 19,985 | 19,642 | 20,212 | 20,231 | | | | | | |
| Four people..... | 25,701 | 25,900 | 26,324 | 25,465 | 25,554 | | | | | |
| Five people..... | 30,459 | 31,234 | 31,689 | 30,718 | 29,967 | 29,509 | | | | |
| Six people..... | 34,533 | 35,925 | 36,068 | 35,324 | 34,612 | 33,553 | 32,925 | | | |
| Seven people..... | 39,194 | 41,336 | 41,594 | 40,705 | 40,085 | 38,929 | 37,581 | 36,102 | | |
| Eight people..... | 43,602 | 46,231 | 46,640 | 45,800 | 45,064 | 44,021 | 42,696 | 41,317 | 40,967 | |
| Nine people or more..... | 51,393 | 55,613 | 55,883 | 55,140 | 54,516 | 53,491 | 52,082 | 50,807 | 50,491 | 48,546 |

Source: U.S. Census Bureau.

Figure 34 2018 Poverty Thresholds. Source: Census Bureau

*Note: This table provides the most recent (2018) Census Bureau guidelines whereas most of this AI uses ACS Five Year 2013-2017 data.

A significant variance is reported between the Median Household income:

- The median income is \$50,171 (ACS 2017)
- For White Alone householders, the median income is \$52,346 (in 2017 inflation adjusted dollars) and for **African American householders** it is \$14,818.
- The 22% **Gender Income Gap** (females less than males) disparately impacts all households but especially female-led households (2,617) which are nearly 19% of the percent of total family households (13,888) in Dubuque.

Median income for families highlights the differences between census tracts with median income *generally increasing as distance from the downtown area increased*. In 2017, the place with the highest Median Household Income was Census Tract 101.05 with a value of \$83,050, followed by Census Tract 8.02 and Census Tract 8.01, with respective values of \$72,404 and \$65,114.

School Proficiency Index

School proficiency is viewed by HUD as an indication of the quality of education that is available to residents of an area. High quality education is thought to be a vital community resource that may lead to more opportunity and improved quality of life. Importantly, Dubuque uses a neighborhood schools model, meaning that schools are typically populated with the children from surrounding residences and neighborhoods.

The school proficiency index uses school-level data on the performance of 4th grade students on state exams to describe which neighborhoods have high-performing elementary schools nearby and which are near lower performing elementary schools. The index ranges in values from 0 to 100. *The higher the score, the higher the school system quality is in a neighborhood.*

The [Dubuque Community School District](#) provides K-12 education through 11 elementary schools, three junior high schools, one middle school, and three high schools. Dubuque also offers two private school systems accredited by the State of Iowa.

It should be noted that a growing body of research “debunks the idea that school quality is the main determinant of economic mobility.”^{xxiii} UC Berkeley economist Jesse Rothstein’s research found that “differences in local labor markets—for example, how similar industries can vary across different communities—and marriage patterns, such as higher concentrations of single-parent households, seemed to make much more of a difference than school quality.”^{xxiv}

Rosenstein concludes that factors like higher minimum wages, the presence and strength of labor unions, and clear career pathways within local industries are likely to play more important roles in facilitating a poor child’s ability to rise up the economic ladder when they reach adulthood.”^{xxv}

Rosenstein’s research, confirmed by international researchers and reinforced by the Iowa Policy Project’s 2019 “[State of Working Iowa](#)” report, provides fodder for reflection as the City of Dubuque undertakes its poverty prevention planning. In short, traditional thinking and poverty programming may not advance its goal of equity and increased economic prosperity.

HUD Affirmatively Furthering Fair Housing Data and Mapping Tool

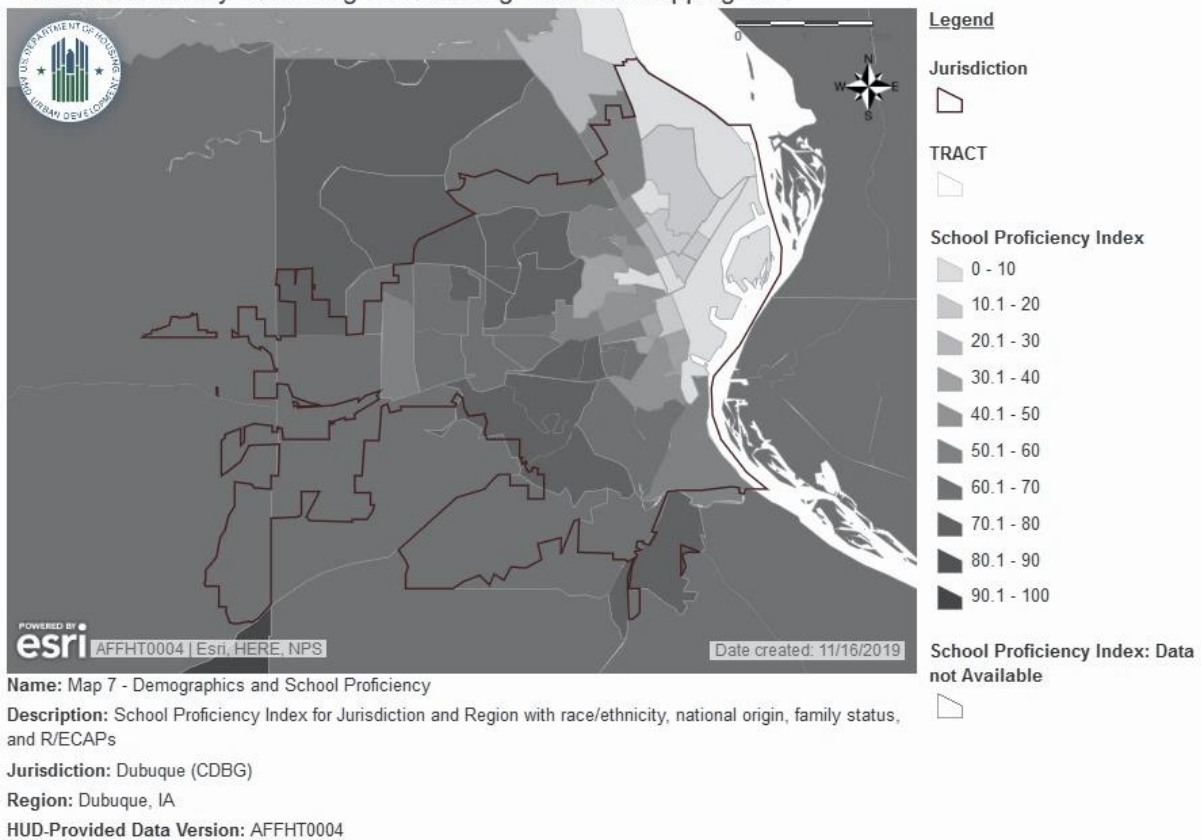


Figure 35 School Proficiency Index. Source: HUD AFFHT0004

School Proficiency Index mapping above shows large areas in and around the downtown area only have access to lower performing schools. These same areas also experience the highest levels of poverty and/or racial/ethnic diversity. Lower performing neighborhoods include Lincoln, Prescott, Audubon, Fulton and Marshall Elementary Schools and Thomas Jefferson Middle School.

One notable area is Block Group 4, Tract 5 which encompasses parts of the Washington and North End neighborhoods. It has the lowest school proficiency ranking (1 index score), reports more than a quarter (25.57%) of families live below the poverty level and where 37.32% of the population are children under 18 years (compared to the city as a whole with 20.9% under 18 years as of July 1, 2018, per U.S. Census Bureau data): Dubuque residents are struggling with multiple barriers.

For additional context the map below shows percentages of children (all residents age under 18 years) by block group as an indicator of where the concentrations of Dubuque's school attendees live (with the exception of the under 5 years population).

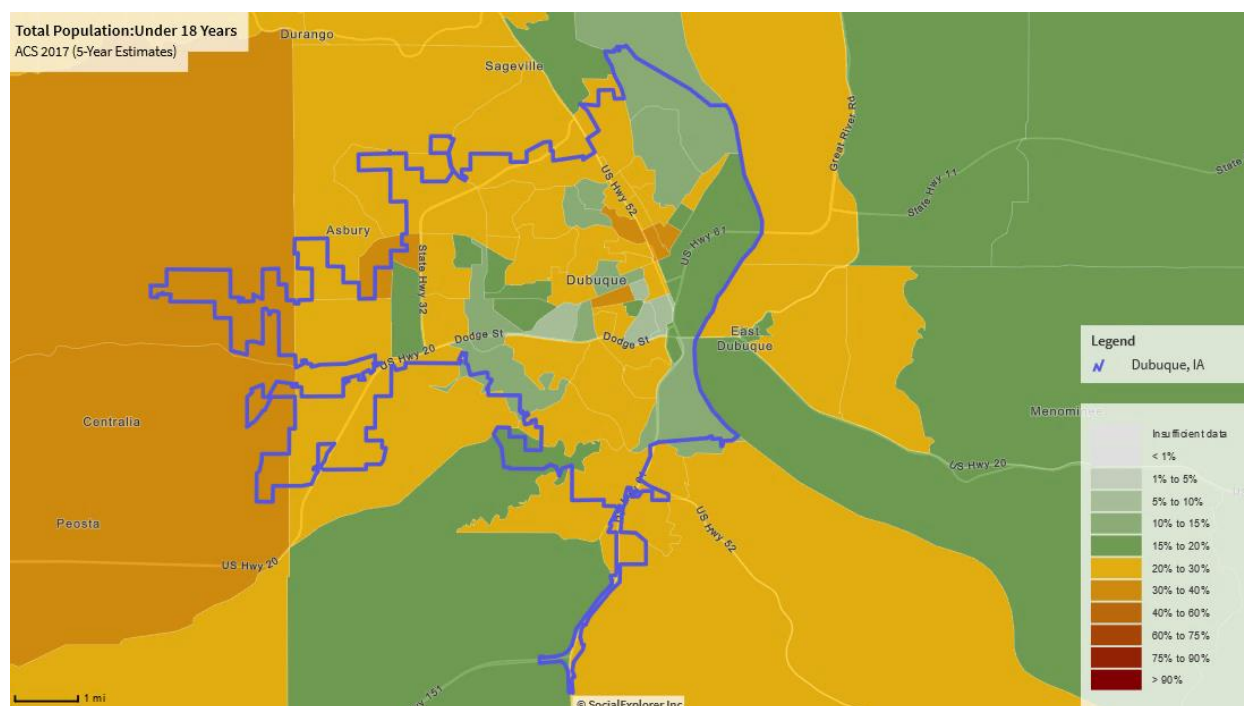


Figure 36 Percentage of Total Population Under 18 Years. Source: ACS 2017 5-Year Estimate, Social Explorer

School proficiency data from the Dubuque Community School District further highlights the challenges that poor, English language learner, disabled and/or homeless students face. Further, disparity in proficiency is seen based on race and ethnicity. An additional critical indicator, the Iowa Department of Education performance data English Language Learners dropout rate at significantly higher rates. (For complete details, please see Iowa Department of Education, [Dubuque Community Schools Performance State District School Performance \(Dubuque\) 2018](#).)

Finally, during community engagement that informed this AI, a focus group of school principals noted how critical safe, stable housing is for their students. In particular, educators discussed how having to move frequently for reasons of safety or affordability negatively impacts their students' learning. The voices of Dubuque's educators confirm that housing has a profound impact on students and a forthcoming survey of Dubuque educators as part of the Equitable Poverty Prevention Plan will shed more light.

Jobs Proximity Index & Labor Market Index

The Jobs Proximity Index quantifies the accessibility of a given residential neighborhood as a function of its distance to all job locations within a specific proximity. Values are percentile ranked with values ranging from 0 to 100. *The higher the index value, the better the access to employment opportunities for residents in a neighborhood.*

HUD Affirmatively Furthering Fair Housing Data and Mapping Tool

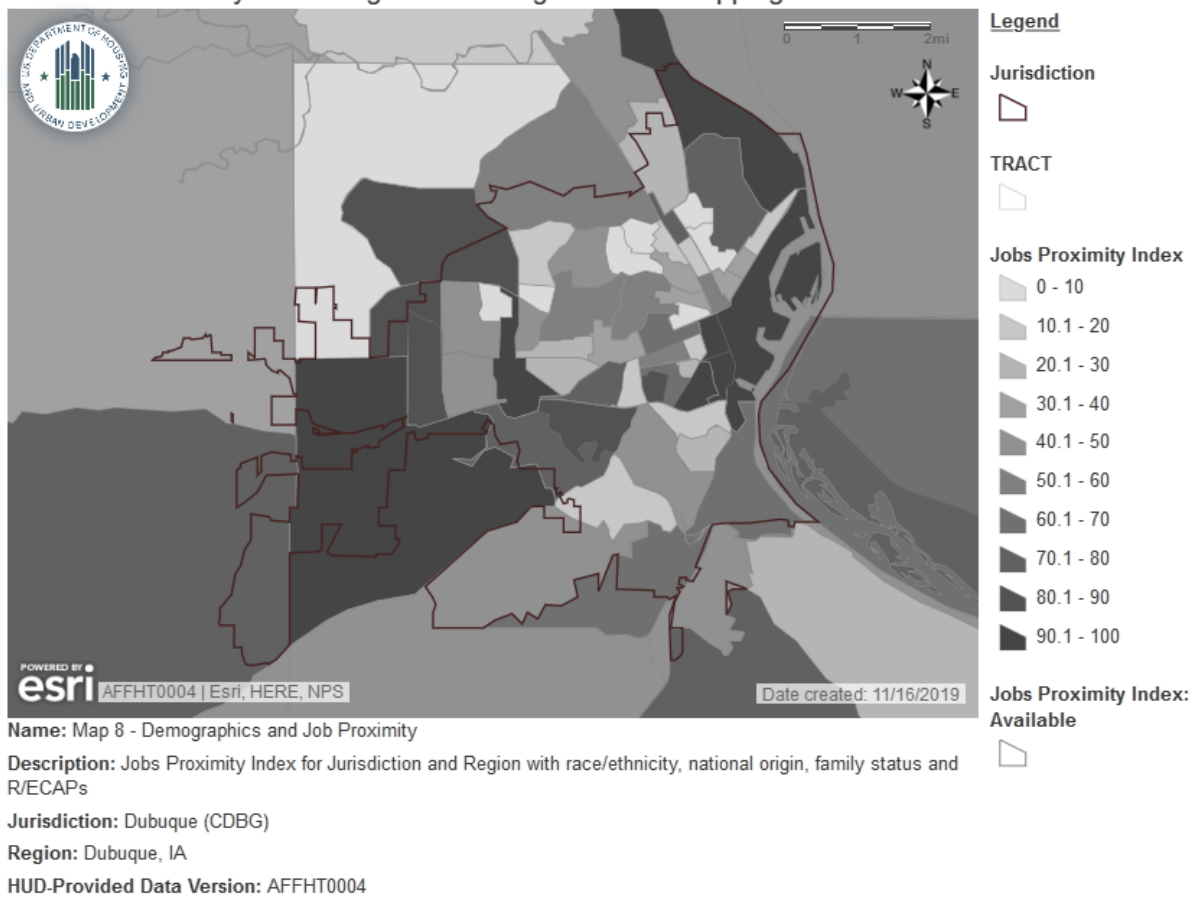


Figure 37 Jobs Proximity Index. Source: HUD AFFHT0004

The Labor Market Engagement Index provides a summary description of the relative intensity of labor market engagement and human capital in a neighborhood. This is based upon the level of employment, labor force participation, and educational attainment in a census tract. Values are percentile ranked nationally and range from 0 to 100. *The higher the score, the higher the labor force participation and human capital in a neighborhood.*

HUD Affirmatively Furthering Fair Housing Data and Mapping Tool

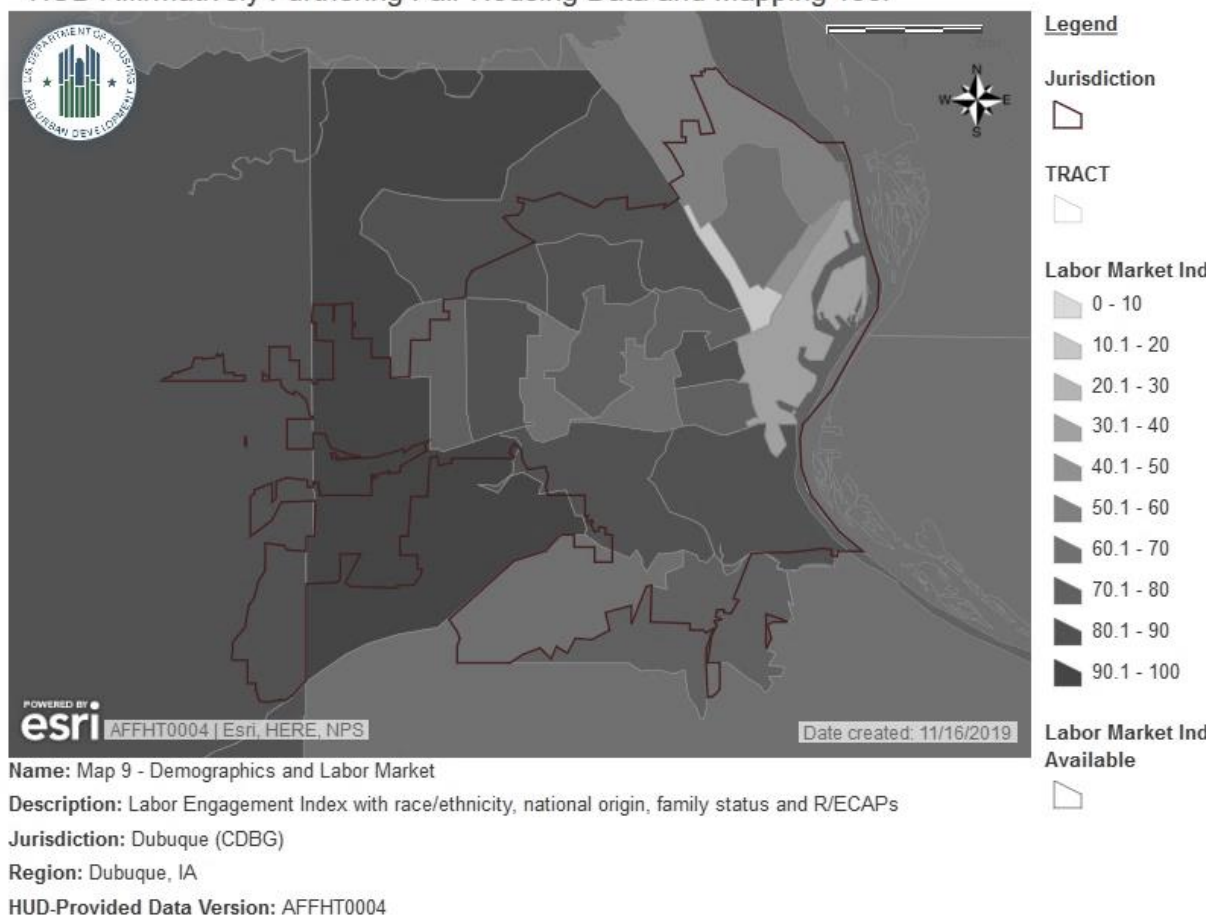


Figure 38 Labor Engagement Index. Source: HUD AFFHT0004

In 2017, 31,687 residents or 66.6% of Dubuque’s population aged 16 Years and Over were employed. The unemployment rate was 3.2% in 2017 but has subsequently decreased to roughly 2.3% (reported August 2019) which is lower than the national average of 3.5 percent and just below the Iowa unemployment rate of 2.5%. The unemployment rate for African Americans in Dubuque hovers around 15%.^{xxvi}

In the recent study commissioned by the Community Foundation of Greater Dubuque around workforce issues, human resources and business leaders stated that the most common barriers to unemployment or under employment were for people of color and other Dubuque residents “soft skills.”^{xxvii} City leaders and residents should be aware that there is ample research on soft skills coaching and training, as well as research that examines how racial discrimination and/or bias affects to employers naming “soft skills” as the reason for not hiring or terminating employees. Scientific American’s November 2019 edition provides a simple roadmap for helping *employers* improve how they define and look at “soft skills.”^{xxviii}

Importantly, community perceptions of poverty and people in poverty illustrate a negative orientation that may have an equally detrimental and disparate impact on labor market engagement. The Equitable Poverty Prevention Plan will provide evidence-based and promising approaches to creating greater

economic prosperity that will have a positive impact on poverty in Dubuque, thus labor market engagement is not fully examined here.

Neighborhoods with jobs in close proximity are often assumed to have good access to jobs. However, distance alone does not capture any other factor such as transportation options, the type of jobs available in the area, or the education and training necessary to obtain them. There may be concentrations of jobs and low-income neighborhoods in urban centers, but many of the jobs are unattainable for residents of low-income neighborhoods. For example, Teska Associates, Inc.'s 2019 market analysis shows that unemployment is higher in the Washington Neighborhood, ranging from 4.1% to 6.24% based on the Census Tract compared with 2.3% citywide. Unemployment in surrounding Census Tracts in the Washington Trade Area range from 2.7% to 10.3%.

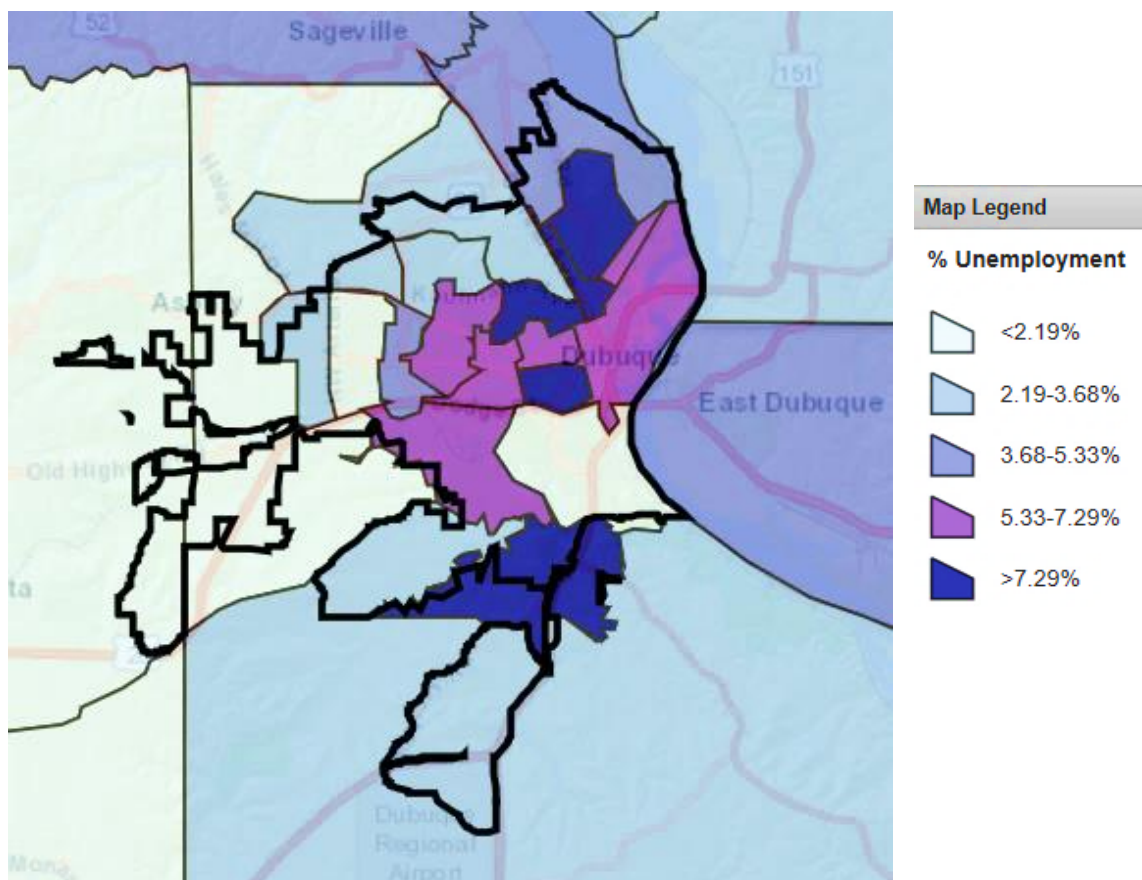


Figure 39 Unemployment Rate. Source: HUD CPD Mapping Tool

None of these data will be surprises to Dubuque leaders who have carefully studied the issues of poverty for over a decade. Further, Inclusive Dubuque's Equity Profile has already provided the community with critical information about the impact of race/ethnicity on opportunities. Nevertheless, the fair housing plan includes key actions that, in concert with other community plans and actions, can advance equity.

Low Transportation Cost Index & Transit Trips Index

The Low Transportation Cost Index estimates transportation costs for a family that meets the following description: a 3-person single-parent family with income at 50% of the median income for renters for the region. Values are inverted and percentile ranked nationally, with values ranging from 0 to 100. The Transit Trip Index considers trips taken by a family that meet the following description: a 3-person single-parent family with income at 50% of the median income for renters. Values are percentile ranked nationally, with values ranging from 0 to 100. *The higher the transit trips index, the more likely residents in that neighborhood utilize public transit.*

Community participants in the development of this AI commented that transportation can still be an issue. Several women in the Gaining Opportunities workshop mentioned that they need a reliable vehicle to access the Peosta branch of Northeast Iowa Community Colleges in order to take advantage of Opportunity Dubuque courses.

Imagine Dubuque incorporates some strategies for more transportation options and City staff need to be cognizant that something other than single-occupancy vehicles are needed for those who cannot drive or afford to maintain a reliable vehicle. Multimodal projects should be prioritized in Dubuque's transportation improvement plan. For transit services, Dubuque may wish to consider community mobility hubs, which incorporates features to facilitate several modes of a trip. Mobility hubs would include transit service, bike storage, bikeshare stations, parking for car sharing services, parking for taxis, parking for private vans or shuttles, and electric car charging stations.

Per HUD, the average auto ownership costs per year are between approximately \$4,500 and \$9,500 per year depending on household type and assumptions.

| Household Profile | Income Level Assumption | Household Size | Number of Commuters | Average Auto Owner Costs | Average Transit Costs |
|--|-------------------------|----------------|---------------------|--------------------------|-----------------------|
| 1. Median-Income Family | MHHI | 4 | 2 | \$ 8,746 | \$ 120 |
| 2. Very Low-Income Individual | Nat'l poverty line | 1 | 1 | \$ 4,451 | \$ 44 |
| 3. Working Individual | 50% of MHHI | 1 | 1 | \$ 5,556 | \$ 31 |
| 4. Single Professional | 135% of MHHI | 1 | 1 | \$ 7,035 | \$ 20 |
| 5. Retired Couple | 80% of MHHI | 2 | 0 | \$ 5,283 | \$ - |
| 6. Single-Parent Family | 50% of MHHI | 3 | 1 | \$ 6,184 | \$ 68 |
| 7. Moderate-Income Family | 80% of MHHI | 3 | 1 | \$ 6,920 | \$ 61 |
| 8. Dual-Professional Family | 150% of MHHI | 4 | 2 | \$ 9,541 | \$ 109 |
| Source: Location Affordability Index (LAI) data (v.3), 2012-2016 | | | | | |

Figure 40 Average Auto and Transit Costs by Household Profile. Source: HUD

Transportation and Transit maps that follow show households more likely to take public transit.

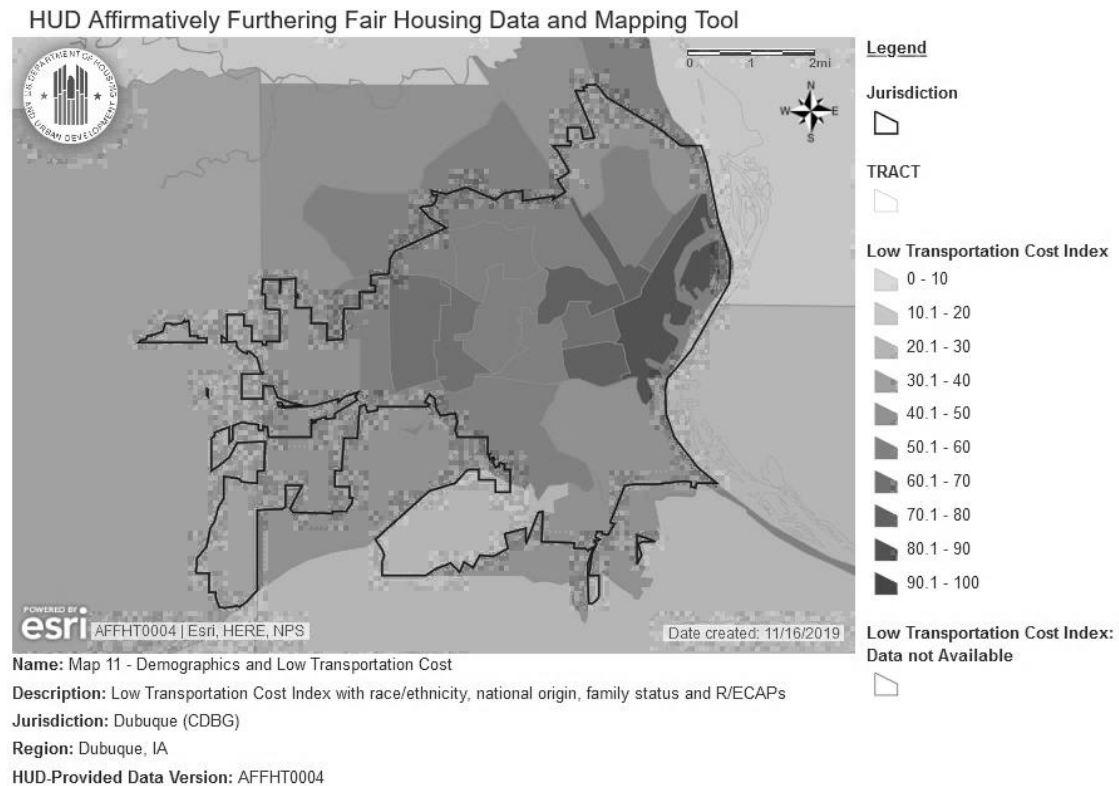


Figure 41 Low Transportation Cost Index. Source: HUD AFFHT0004

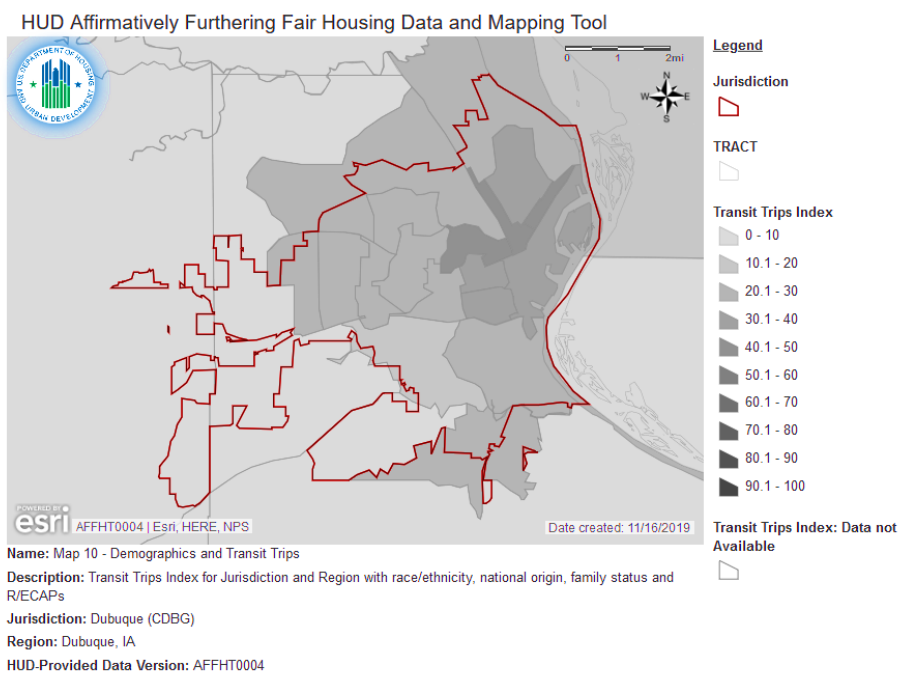


Figure 42 Transit Trips Index. Source: HUD AFFHT0004

According to the Center for Neighborhood Technology's [Housing + Transportation Affordability Index](#), Dubuque housing and transportation combined costs consume 44% of the families' total incomes. Single-occupancy driving of car, truck or van is the most common form of commuting (80.3 percent) and the average work commute for City residents is 14.5 minutes. Compared to the rest of the country, Dubuquers spend much less time in their cars going to and from work.

Transit services and public transportation have been significantly improved since the 2015 Analysis of Impediments. The City reports that over the past 5 years, the public transportation system has been expanded to increase accessibility for individuals with disabilities and low income populations. Routes have also been changed. The Jule now offers fixed route bus and door-to-door paratransit mini-bus service throughout the City:

- Rack & Ride. All Jule buses are equipped with bike racks for passengers to use free of charge with the purchase of a regular bus fare ticket.
- Nightrider. During the college school year fixed route and minibus weekend evening service is available 9 p.m. to 2:40 a.m.
- Accessibility. All Jule buses are equipped with ramps and/or lifts to accommodate mobility devices. All Jule facilities and bus stops are accessible in compliance with the Americans with Disabilities Act (ADA).

Additionally, a door-to-door service for seniors is provided by a local nonprofit: DuRide. DuRide offers private car service 365 days a year and all DuRide volunteers complete a background check, hold a valid driver's license, and proof of insurance.

However, as mentioned above, community participants in this AI reported that transportation is more difficult for households who are unable to utilize an individual automobile to get to a full service grocery store for instance, or to Peosta (where a branch of Northeast Iowa Community College is located).

Food Access

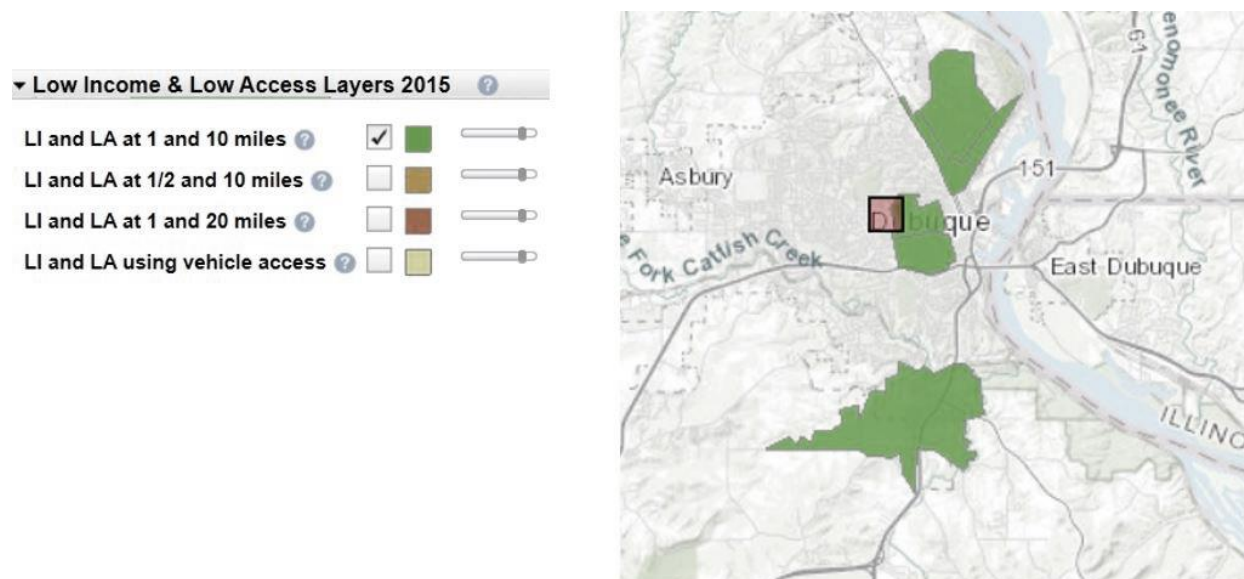


Figure 43 USDA Food Access Research Atlas

While slightly older data, the [U.S. Department of Agriculture’s Food Access Research Atlas](#) map above gives a spatial overview of food access indicators for low-income and other census tracts using different measures of supermarket accessibility. The map shows food access by census tract based on 2015 data and distance one would need to travel to reach a full service grocery store – the same areas within Dubuque where residents are more likely to live in poverty and rely upon public transit.

Environmental Health Index

The Environmental Health Index measures exposure based on EPA estimates of air quality carcinogenic, respiratory and neurological toxins by neighborhood. Values are inverted and then percentile ranked nationally. Values range from 0 to 100. *The higher the index value, the less exposure to toxins harmful to human health.* Therefore, the higher the value, the better the environmental quality of a neighborhood, where a neighborhood is a census block-group.

Unfortunately, large parts of Iowa do not have any data, and there is little to no variance among the areas that do have data available. For Dubuque, there are variances again in the tracts where poverty is most concentrated.

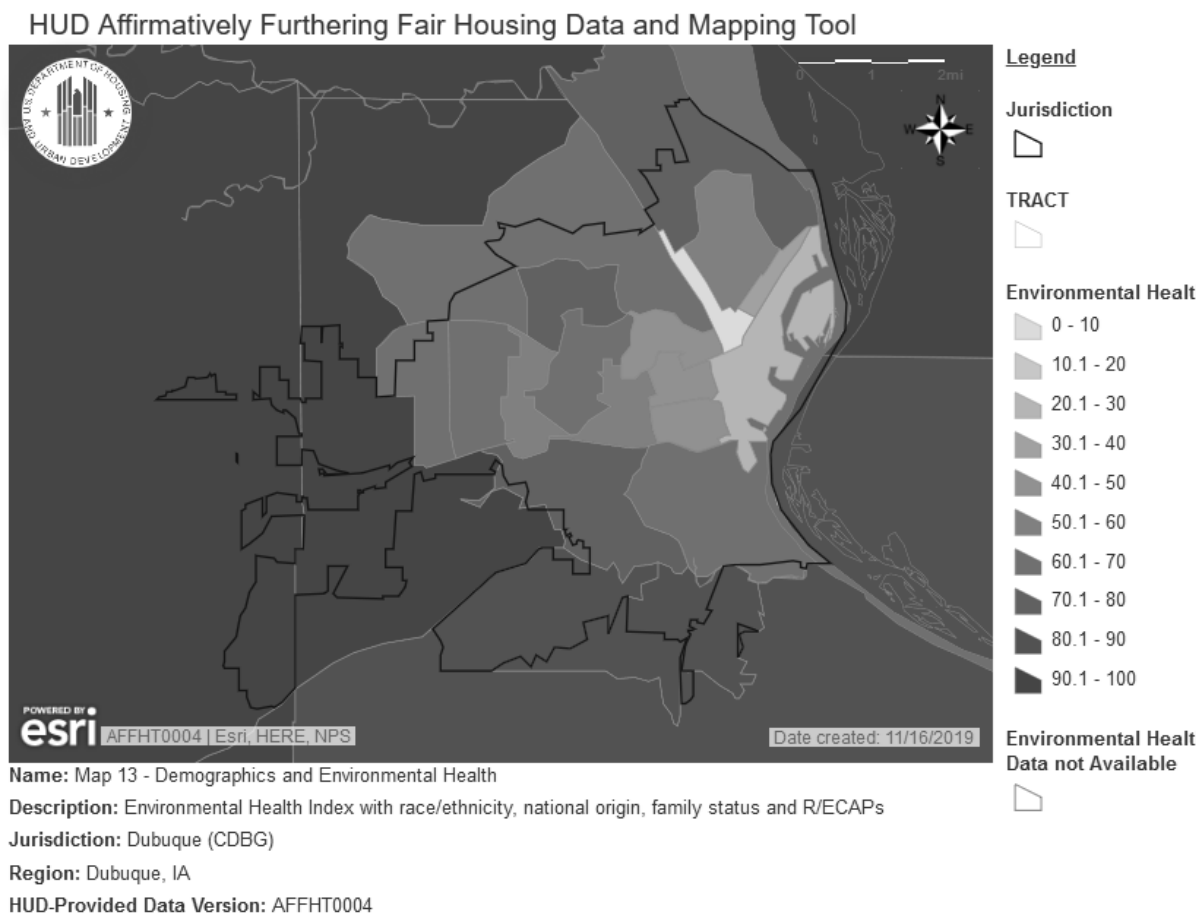


Figure 44 Environmental Health Index. Source: HUD AFFHT0004

Racially or Ethnically Concentrated Areas of Poverty

HUD's Racially or Ethnically Concentrated Areas of Poverty (HUD R/E-CAP) indicator requires identification of any geographical area that exceeds concentrated areas with residents who are not non-Hispanic Whites. Analyzed at the block group level, the HUD R/E-CAP benchmark for Dubuque is a concentration of residents of color greater than 50% because Dubuque is considered a micropolitan area. No block group or tract in Dubuque reaches the R/E-CAP criteria.

Dissimilarity Index

The dissimilarity index is a commonly used measure of community-level segregation. The dissimilarity index represents the extent to which the distribution of any two groups (frequently racial or ethnic groups) differs across census tracts or block-groups. Index values range from 0 to 100. *A high value indicates that the two groups tend to live in different tracts.* A value of 60 (or above) is considered very high. It means that 60% (or more) of the members of one group would need to move to a different tract in order for the two groups to be equally distributed. Values of 40 or 50 are usually considered a moderate level of segregation, and values of 30 or below are considered to be fairly low.

Due to HUD's technology system's data tables and some maps (AFFH) being nonfunctional during this AI report development, alternative and older data sources for Dubuque are used below. What is crucial to note is that some indices become unreliable or have little meaning where a specific racial/ethnic group is very small in Dubuque.

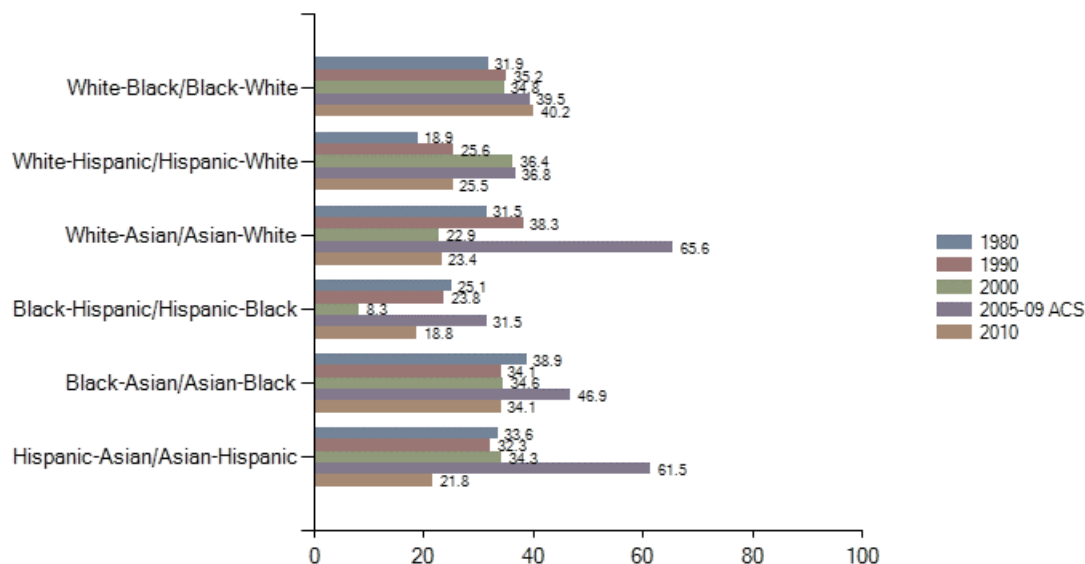


Figure 45 Dissimilarity Index. Source: <https://s4.ad.brown.edu/projects/diversity/index.htm>

Isolation Index

The isolation index is the percentage of same-group population in the census tract where the average member of a racial/ethnic group lives. It has a lower bound of zero (for a very small group that is quite dispersed) to 100 (meaning that group members are entirely isolated from other groups). It should be kept in mind that this index is affected by the size of the group -- it is almost inevitably smaller for

smaller groups, and it is likely to rise over time if the group becomes larger. With Dubuque's overwhelming white population, the isolation index provides minimal value.

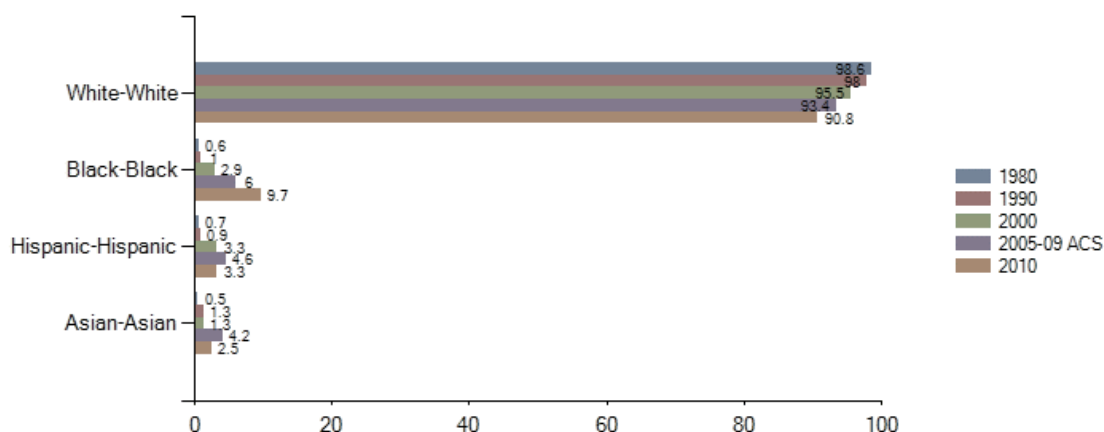


Figure 46 Isolation Index. Source: <https://s4.ad.brown.edu/projects/diversity/index.htm>

Non-HUD Factor: Child Care

While HUD does not include child care within its indices, it arguably has a greater impact than transportation and transit. Of Dubuque households that have children under 6 Years, 81.3 percent report that All Parents from that household are in the labor force, presumably creating a demand for child care. According to the Iowa Child Care Resource and Referral, the number of child care programs have declined across Iowa by 42% from 2013 to 2018. *In Dubuque, an estimated 37 percent of child care facilities have closed over the past 5 years.*

The community is well aware of child care scarcity and its impact on employment opportunities. The [2016 Child Care Needs Assessment](#), commissioned by the Community Foundation of Greater Dubuque, included a survey of residents and found that:

- Almost half (48.8%) of respondents reported that child care responsibilities had caused them to turn down a job or work fewer hours;
- Over a quarter (25.2%) reported doing so as a result of not being able to afford child care; and,
- A little more than one in five (21.7%) turned down a job or worked fewer hours when they could not find child care. Survey results also show that low-income families have turned down jobs at significantly higher rates than middle- to high-income families.

Finally, the Iowa Policy Project reports that for a single parent, child care makes up 18 to 19% of the family budget expenditures.^{xxix}

Opportunity Zones

Established by Congress in the Tax Cuts and Jobs Act of 2017, the Opportunity Zones initiative is a community development tool that provides investors with tax benefits for making long-term investments in economically-distressed communities nationwide. The census tracts designated as

Opportunity Zones include some of the most impoverished neighborhoods in both urban and rural areas, containing roughly 10 percent of the nation’s population.

Dubuque has two tracts designated at Opportunity Zones with the Washington Neighborhood spanning these. Not surprisingly much of this AI report focuses on these areas of need.

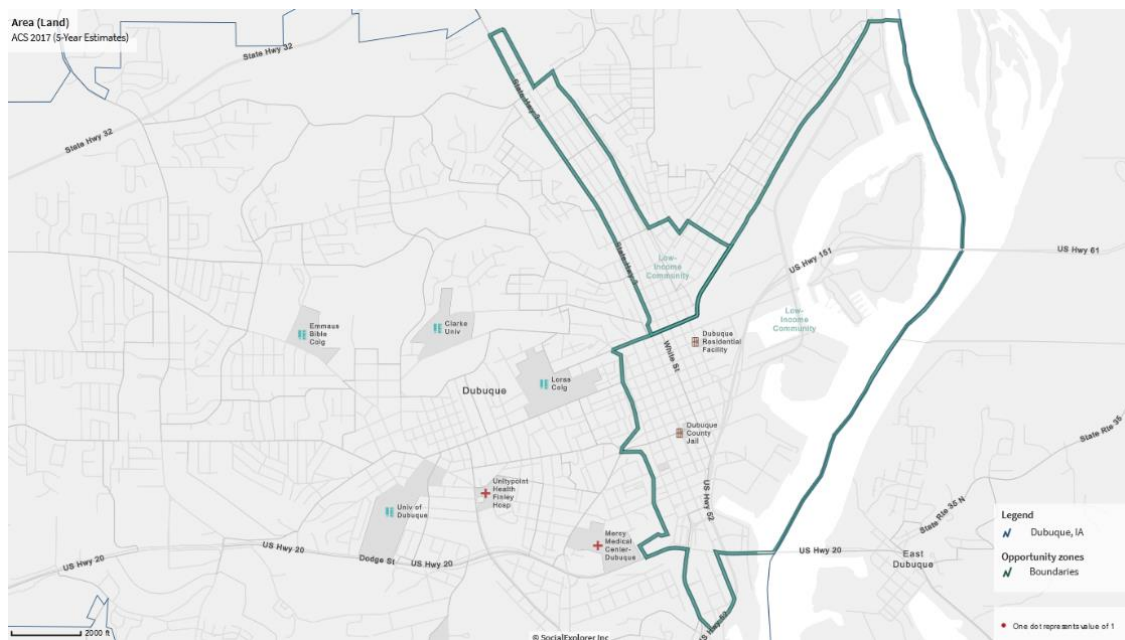


Figure 47 Opportunity Zones. Source: Social Explorer

Summary

Access to opportunity will be a key component of poverty prevention planning and thus is not detailed fully here. The City has long been aware of the concentration of poverty and its impact on the community. With respect to students, some successful action has been taken through the grade-level reading initiative. Dubuque will collaboratively tackle poverty and race through the Equitable Poverty Prevention Plan in the coming year. Meanwhile, it is suggested that the City begin taking steps to incent a full service grocery store into the downtown core.



VIII. 2019 FORWARD: DUBUQUE FAIR HOUSING

The fair housing barriers identified through AI research are provided in the table below. A priority ranking of actions, per HUD's AFH tool, are assigned based on:

- The significance of the barrier in limiting housing choice,
- The significance of the barrier in contributing to segregation, and
- Ease of implementation (12-24 months).

Generally speaking, medium priorities are equally vital but cannot be implemented with the timeframe of High Priorities. This plan and its activities span a five year period.

Key themes that serve as the foundation for 2019 plan include:

- Potential Bias & Discrimination
- Available, Affordable Housing
- Cost Burden & Living Wage
- Substandard Housing
- Access to Opportunity

The 2019 proposed fair housing plan embodies fewer goals than the City of Dubuque's last plan but includes a greater number of action items. Some goals and actions are carried forward from the last plan. Other action items are already underway, such as assessing the service array and considering better coordination and thus are assumed to be achievable in the near-term. Last, making fair housing progress will strengthen the city and accelerate it toward reaching the vision of a more viable, livable and equitable community.

Importantly, the City should establish a clear structure and process for overseeing the implementation of actions to overcome the impediments identified. This can involve two things: (1) creating a SMART plan (specific, measurable, agreed upon and time-bound); and (2) creating a new accountability group responsible for oversight of progress under the fair housing plan.

Given the number of housing recommendations generated by the community for *Imagine Dubuque*, and the robust interest of residents who participated in this AI, it appears that the community is compelled by housing needs and fair housing choice issues. If the City chooses to create a new group or sub-commission to oversee the fair housing SMART plan, the group's composition should be diverse in terms of age, sex, race and ethnicity. It should include residents that have been advocates for fair housing in the past and engage other individuals not be currently involved in committees and commissions. Benefits of this approach include advancing a new civic leadership opportunity, increasing City transparency, and building greater trust.

2019 Proposed Fair Housing Plan

| BARRIER | PRIORITY | ACTIONS |
|--|----------|--|
| Goal One: Advance equity with fair housing advocacy, education and enforcement. | | |
| Housing Choice Vouchers are not accepted as source of income for rental units. | High | Continue obtaining accurate Housing Choice Voucher data from landlords as to the number of units, location of units, vacancies, and denials of rental applications; identify landlords unwilling to accept HCVs and conduct targeted outreach and education. |
| Lack of communication and relationships between HCV tenants/applicants and landlords. | Medium | Implement communication and trust-building activities for landlords and HCV program participants such as "Meet and Lease" events or other national promising approaches. |
| Human Rights Commission effectiveness. | High | Conduct an assessment of HRC and support capacity building efforts, including publication of a strategic plan. |
| Fair housing materials not available in languages spoken in the community. | High | Review the inventory of fair housing education materials (e.g. fact sheets) and update to reflect the languages spoken in the community and what community members say they most want and need. |
| Residents report they perceive bias and discrimination in public assisted and private housing practices. | High | Establish an external, independent fair housing testing program for residential, accessibility, sales and lending, or insurance discrimination to identify the problems members of protected classes face when seeking housing in Dubuque. |

| | | |
|--|--------|---|
| Goal Two: Increase and promote safe, affordable housing. | | |
| Lack of affordable, safe housing. | High | Continue implementation of the Imagine Dubuque strategies, and the City Housing and Community Development Department's efforts to affirmatively further fair housing through licensing and tiered inspections, making decisions more transparent. |
| Lack of confidence that the City is focused on equitable housing choice for all residents. | Medium | To build community trust, publish short (e.g. one pager and/or data dashboard if possible) updates regarding the increase in safe, affordable housing. |

| | | |
|--|------|---|
| Recent predatory pricing practices by Mobile Home community owners are pricing people out of their residences. | High | City Council should take any and all appropriate action to protect the residents in mobile home communities. This protection may come in the form of an ordinance or other action that promotes safe, affordable housing for the over 800 Dubuque residents who live in mobile homes. |
|--|------|---|

| Goal Three: Implement local government policies that encourage equity and decrease disparate impacts. | | |
|--|--------|---|
| Arrest records used as a barrier to acceptance of HCVs and background check process is confusing to residents. | High | Audit the background check process for disparate impact. |
| Lack of eviction data and analysis to assess discrimination and disparities and provide support to residents facing evictions. | High | Implement quarterly review of eviction data to evaluate for disparities/discriminatory impact. |
| Lack of living wage that empowers self-sufficiency; state law prohibits local control over minimum wage setting. | Medium | Educate regarding the impact of the state's current minimum wage and conduct activities to increase wages. |
| Lack of a Source of Income Ordinance and/or state legislation creates disparate impact on protected classes. | High | Continue exploring a Source of Income Ordinance. |
| Lack of access to child care is a barrier to opportunity such as employment. | Medium | Evaluate the potential for including child care proximity into housing development proposals and assess the feasibility of a local subsidy to support child care and/or preschool accessibility, affordability and quality. |

| Goal Four: Increase access to opportunity and the building of social capital. | | |
|--|--------|---|
| Lower median earnings and wages for women. | High | Assess, develop and implement metrics and strategies to reduce the Gender Wage Gap. |
| Negative perceptions about poverty impact fair housing and access to opportunity. | High | Increase community awareness about the impact of poverty and toxic stress on the brain; develop measurable equity and inclusion metrics. |
| Law enforcement actions disproportionately impact people of color. | High | Evaluate disparities in arrest rates by race and detail metrics and actions to decrease racially disproportionate arrest rates. |
| The nonprofit service array is confusing to consumers. | Medium | Use assessments currently underway (Equitable Poverty Prevention Plan process and another group's review) regarding the nonprofit services array and gaps |

| | | |
|---|-----|---|
| | | to make necessary improvements that increase access to opportunity. |
| Lack of public transit may negatively impact access to educational opportunity. | Low | Assess the need for public transit to Northeast Iowa Community College programs in Peosta and make improvements as indicated. |

Figure 48 2019 Impediments, Goals and Actions

CONCLUSION

Housing is a community's greatest asset and arguably the key indicator of a community's health. The City of Dubuque is an award-winning community that has earned positive recognition to be proud of:

- All-America City - 2019, 2017, 2013, 2012, 2007
- LEED-Certified City - 2018
- Driftless North End Designated as Iowa Great Place - 2018
- Leading Environmentalism and Forwarding Sustainability (LEAFS) Award - 2018
- Livability Award for Bee Branch Project - 2017
- Ranked #12 of "30 Best Small Cities in the United States" - 2017
- Bee Branch Project Recognized for Excellence and Innovation in Clean Water Infrastructure - 2017
- National Diversity Award - March 2016

Despite these honors, one in six Dubuque residents lives in poverty (16.3%). With poverty and housing inextricably linked, impediments to fair housing choice include the lack of affordable housing, substandard housing and excessive cost burden of housing. A chief concern is landlords' reluctance to accept housing vouchers as the source of income for renters. Residents' housing choices are also restricted by poverty and the low State minimum wage that have not kept pace with the cost of housing and cost of living.

The City wishes to attract new businesses and ensure that current residents have the opportunity to thrive. It's comprehensive plan, *Imagine Dubuque*, provides strategies to improve housing choice and the livability of neighborhoods. A forthcoming Equitable Poverty Prevention Plan will provide additional strategies for increasing equity within the jurisdiction.

This analysis notes that progress was not made on some past fair housing goals. Consequently, actions toward those goals are included in this proposed five-year fair housing plan. In particular, fair housing enforcement and source of income protections will be important building blocks to making the community more equitable for all residents. It almost goes without saying that the expansion of safe, affordable housing units is key to the future of Dubuque. Together with *Imagine Dubuque* and the forthcoming Equitable Poverty Prevention Plan, addressing fair housing impediments and related contributing factors can result in community transformation and ultimately, the achievement of Dubuque's vision for a viable, livable and equitable community.

END NOTES

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APPENDIX

A. Definitions and Key Data Sources

Affordable Housing

Affordability of housing is relative to income generated per household. The most commonly used statistic for gauging affordability is 30% of a household's income, meaning that a household spending up to 30% of their income towards housing related expenses equates to affordability. Renters housing costs, for example, may include utilities. Homeowner costs may include things like insurance, mortgage payment and anticipated costs of repair, taxes and also utilities.

American Community Survey (ACS)

ACS is an ongoing survey conducted by the US Census Bureau that provides data estimates every year. ACS data is used to show characteristics and trends in populations, not hard counts. In this AI, five-year data is used when available to increase the accuracy and readers' understanding of trends; ACS five-year estimates 2013-2017 are the primary data source in the City's 2019 Analysis of Impediments.

Community Development Block Grant (CDBG)

CDBG is a federal grant program administered by the US Department of Housing and Urban Development (HUD) that provides funding for community development opportunities. For municipalities with populations over 50,000 are called entitlement communities. The goal of the CDBG program is to provide benefit to low- and medium income households to ensure affordable housing opportunity, provide services to vulnerable populations, and support economic development opportunities.

Comprehensive Housing Affordability Strategy (CHAS)

CHAS data is a US Department of Housing and Urban Development (HUD) custom tabulation of ACS data from the US Census Bureau that are not available through standard Census products. Datasets are typically released a year behind ACS tabulations, but have increased precision of tabulations, especially among housing-related data. These data are meant to demonstrate the extent of housing problems and housing needs, particularly for low-income renter households.

Fair Housing Act (FHA)

The FHA is a broad statute that prohibits discrimination based upon race, color, religion, sex, national origin, disability, or familial status in the majority of housing transactions. Everyone is covered by the FHA.

Home Mortgage Disclosure Act (HMDA)

The HMDA is a data source supplied in part by mandatory reporting of loan applications within metropolitan statistical areas. HMDA data is used in this report to show loan originations and denials only, by race, for first-liens on owner-occupied housing.

Housing Choice Voucher (HCV)

HCV is a major program by the federal government to assist the very low income families, the disabled and the elderly to access safe, sanitary and decent **housing** available in the private market. Often referred to as “Section 8.”

Housing Cost Burden

When a household spends more than 30% of adjusted gross household income on housing, they are considered cost burdened. Households that spend more than 50% of their household income on housing are considered severely cost burdened.

HUD Area Median Family Income (HAMFI)

HAMFI is a measure of median income by household calculated by HUD determined housing markets, largely based on metropolitan statistical areas. While HAMFI does not provide the precision of a County Median Income or City Median Income, HAMFI offers HUD the ability to adjust median income by known household size in CHAS tabulations, providing more consistent data metrics across demographics.

CDBG programs define “low-income” households as earning below 50% of the Area Median Income, while under Section 8 Housing Assistance Payments a household earning 50% of the Area Median Income or under would be considered “very low-income”. These income definitions vary by program across all income levels. For the purposes of this report, a variation of the most common definitions is used to describe the income levels of households of various sizes. These income categories are:

EXTREMELY LOW-INCOME (ELI) ELI households earn less than or equal to 30% of the HUD Area Family Median Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) in Dubuque, IA MSA earning less than or equal to \$27,500 annually would be considered an extremely low-income household. These households fall into the broader low-income classification.

VERY LOW-INCOME (VLI) VLI households earn greater than 30% but less than or equal to 50% of the HUD Area Family Median Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) in Dubuque, IA MSA earning greater than \$27,500 but less than or equal to \$45,850 annually would be considered a very low-income household. These households fall into the broader low income classification.

LOW-INCOME (LI) LI households earn greater than 50% but less than or equal to 80% of the HUD Area Median Family Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) earning greater than \$45,800 but less than or equal to \$71,900 annually would be considered a low-income household. These households fall into the broader low-income classification.

MODERATE-INCOME (MI) MI households earn greater than 80% but less than or equal to 100% of the HUD Area Median Family Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) earning greater than \$71,900 but less than or equal to \$91,700 annually would be considered a moderate income household.

MODERATE TO HIGH-INCOME (MHI) MHI households earn greater than 100% but less than or equal to 140% of the HUD Area Family Median Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) earning greater than \$91,700 but less than or equal to \$128,400 annually would be considered a moderate to high-income household.

VERY HIGH-INCOME (VHI) VHI households earn greater than 140% of the HUD Area Family Median Income as measured by MSA, adjusted for family size. Per HUD 2018 FY Income Limits, a household of four (4) earning greater than \$128,400 annually would be considered a very high-income household.

Iowa Finance Authority (IHFA)

IFA administers statewide affordable housing programs including mortgage and down payment assistance, as well as programs that assist in the development and preservation of affordable rental properties. IFA also offers programs to assist in community development and maintains a searchable database—Iowa Interactive Dashboard—a key data source for this AI.

U.S. Department of Housing and Urban Development (HUD)

The federal government agency that implements law, policies and programs related to housing and community development. HUD was created to strengthen the housing market and fair access to it.

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C. Community Participation Tools



Focus Groups and Stakeholder Interviews Guide

Introduction

We're here today to gather your insights on the state and nature of poverty in Dubuque and your thoughts on ways to address it, so that those living in poverty can move forward and enjoy financially secure lives and well-being such security yields.

COMMUNITY PARTNER PROVIDERS & PUBLIC SERVICE SECTOR QUESTIONS

1. According to most recent data from the City, the poverty rate in Dubuque is 16.3% (2019). [60% poor among Blacks (4% population)] 26% poor among (non-white) Hispanics (2% population).

What would you say are the three leading causes of poverty in Dubuque? (Write down their three answers and then go around the room with each person citing what's on their list, omitting duplicates as you go).

Background for Facilitator: Explore for common causes cited by past surveys and reports.

- A. Policies that create barriers or block access
- B. Lack of Education | Poor performing schools
- C. Lack of workforce training
- D. Lack of childcare and/or cost of childcare
- E. Transportation (can't afford car, poor public transportation to job)
- F. Health Issues and conditions (drug addiction, substance abuse, chronic illness, physical needs), disabilities, high medical bills.
- G. Mental Health Needs
- H. Low wages
- I. Unemployment/Underemployment/Limited employment opportunities
- J. Lack of services to raise out of poverty
- K. Substandard Housing
- L. Racial and/or gender bias and discrimination
- M. Language Skills (ELL)
- N. Inability to Pay Utility Bills

[Poverty house of 4 is annual income of \$25,750. Individual is \$12,490.]

2. According to the annual Loras College's "Community Perception Survey" between 2017/2018 one out of four respondents agreed that poverty is the "biggest challenge for the Dubuque community."

Do you agree with this assessment? Is there something else that's a bigger challenge for the Dubuque community? (Explore for what it is).

On a scale from 1 to 5 – with one being Poor and five as Outstanding how would you rank the Dubuque community's performance in addressing poverty issues.

3. What community services or programs do you believe are exceptionally successful in raising people out of poverty?

Explore for how any of these relate back to (A-N) from Question 1

Hand-Out of Flyer with potential strategies for alleviating poverty:

- A. Increase the minimum wage
- B. Increase tax credits for low-income workers
- C. Increase cash assistance for families
- D. Expand subsidized daycare
- E. Spend more for medical benefits
- F. Spend more for affordable housing
- G. Make food stamps more available
- H. Guarantee everyone a minimum income

4. Are there any services or programs that are **missing** in Dubuque that could help eradicate poverty? Are there any services needed that are simply beyond your current capacity to provide? Explore for how any of these relate back to (A-N) from Question 1

5. Do you think there is a **connection between poverty and race**? If so, how? If not, could you tell us why you believe there is no relationship between them?

Black respondents in the Community Perception Survey saw Race Issues as the “Biggest Challenge for the Dubuque Community significantly more than others (68% vs. 36%) – do you have any insights for the difference in this point of view?

6. How can **diversity** strengthen the Dubuque community's capacity to address issues of poverty? Please describe the kind of diversity you're speaking of. (e.g. Gender, race, religion, cultural). How can diverse groups contribute to the problem-solving of poverty in Dubuque?

CONSUMER VERSION OF QUESTIONS

1. What do you think are the three major causes that lead people into poverty and keep them there?

Explore for:

- A. Policies that create barriers or block access
- B. Lack of Education | Poor performing schools
- C. Lack of workforce training
- D. Lack of childcare and/or cost of childcare

- E. Transportation (can't afford car, poor public transportation to job)
- F. Health Issues and conditions (drug addiction, substance abuse, chronic illness, physical needs), disabilities, high medical bills.
- G. Mental Health Needs
- H. Low wages
- I. Unemployment/Underemployment/Limited employment opportunities
- J. Lack of services to raise out of poverty
- K. Substandard Housing
- L. Racial and/or gender bias and discrimination
- M. Language Skills (ELL)
- N. Inability to Pay Utility Bills

2. What programs or services do you think are most helpful to people living in poverty?
Are there any programs or agencies that are known as the "go to" place to get help?

Do you have any experience with these services or know others who have – what's been their experience?

3. What barriers get in the way of people accessing services to address issues of living in poverty?
Explore for obstacles related to Question One (A-N)

4. Are there any services or programs that are **missing** in Dubuque that could help eradicate poverty?
Are there any services needed that are simply beyond your current capacity to provide?
Explore for how any of these relate back to (A-N) from Question 1

5. What could **government** provide, facilitate or regulate that could help those living in poverty?
Please look at the list and choose the three that you think are the most impactful to raise people out of poverty. Is there anything on the list that Dubuque could do **more** of?

Explore for:

- A. Increase the minimum wage
- B. Increase tax credits for low-income workers
- C. Increase cash assistance for families
- D. Expand subsidized daycare
- E. Spend more for medical benefits
- F. Spend more for affordable housing
- G. Make food stamps more available
- H. Guarantee everyone a minimum income

6. Do you think there is a **connection between poverty and race**? If so, how? If not, could you tell us why you believe there is no relationship between them?

Black respondents in the Community Perception Survey saw Race Issues as the "Biggest

Challenge for the Dubuque Community significantly more than others (68% vs. 36%) – do you have any insights to explain the difference in this point of view?

7. How can **diversity** strengthen the Dubuque community's capacity to address issues of poverty? Please describe the kind of diversity you're speaking of. (e.g. Gender, race, religion, cultural).

How can people with the lived experience of living in poverty contribute to the problem-solving of poverty in Dubuque? How can their voices be heard?

Poverty Survey



Dubuque Insights On Poverty Survey

1. When it comes to poverty in Dubuque, would you say it's:

- ☐ A Very Large Problem
- ☐ A Problem
- ☐ Unsure
- ☐ Somewhat of a Problem
- ☐ Not a Problem

2. To what degree does each of the following lead to poverty?

| | Very High Degree | High Degree | Unsure | Moderate Degree | Minimum Degree |
|---------------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Lack of Education | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Poor Health | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Poor Mental Health | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Lack of Job Training | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Lack of Transportation | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Non English Speaking | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Substance Abuse/Addiction | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

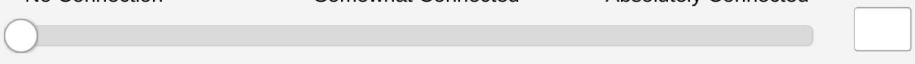
3. To what degree do each of the following lead to poverty?

| | Very High Degree | High Degree | Unsure | Moderate Degree | Minimum Degree |
|---|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Racial and/or gender bias | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Unaffordable or lack of child care | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Low wages | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Lack of services to raise people out of poverty | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Lack of Jobs | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Substance abuse and/or addiction | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Other (please specify)

4. Do you think there's a connection between poverty and race? (Move the slider)

No Connection Somewhat Connected Absolutely Connected



5. Choose the top three strategies that you think reduce poverty the most. (Only check three)

- | | |
|---|--|
| <input type="checkbox"/> Increase the minimum wage | <input type="checkbox"/> Guarantee everyone a basic income |
| <input type="checkbox"/> Improve race relations | <input type="checkbox"/> More affordable housing |
| <input type="checkbox"/> Increase cash assistance for families | <input type="checkbox"/> Increase tax credits for low-income workers |
| <input type="checkbox"/> Expand subsidized day care | <input type="checkbox"/> Better public transportation |
| <input type="checkbox"/> Better access to health care (physical & mental) | <input type="checkbox"/> More workforce training programs |
| <input type="checkbox"/> Make food stamps more available | |
| <input type="checkbox"/> Other (please specify) | |

ABOUT YOU

6. Please share your gender?

- ☐ Female
- ☐ Male
- ☐ Other (please specify)

7. Please share your age:

- | | |
|-------------------------------------|-------------------------------------|
| <input type="radio"/> 18-34 years | <input type="radio"/> 56-69 years |
| <input type="radio"/> 35 - 45 years | <input type="radio"/> 70-plus years |
| <input type="radio"/> 46- 55 years | |

D. Focus Group Notes

Affordable Housing/Cost Burden/Living Wage

- There's a gap between wages and housing costs; a living wage is needed.
- We need safe and affordable housing (safe meaning pest-free, lead-free, etc.)
- Middle-class people who look better on paper are moving their way into affordable housing that low-income people need, leaving us with even fewer options.
- Most of the less expensive housing is downtown, concentrating poverty and fueling a culture of generational poverty.
- The Housing Authority switched from waitlist prioritization to lottery (not needs-based). Why?
- There are years-long waiting lists for housing.
- Quality housing is very hard to come by.
- Landlords do not maintain properties well and it is difficult for tenants to know how to go after them through the right channels/to afford to.

Impacts

- Only a few landlords currently accept residents on public assistance. The two landlords in town that do accept it are "the biggest slumlords in town" and if they are kicked out of the system, no one will accept it.
- Moving between rentals is very expensive. It's hard to come up with money required for deposit and first month; old landlord may keep last deposit.
- A lack of stability and good conditions in housing negatively contributes to students' mental health and ability to learn.
- Properties are being left in such poor condition that it causes hopelessness.
- Financial institution was not willing to loan us money to get a small house, so we have to keep paying money for rent (which often increases); we have no house to pass down to our children.
- The families of the most at-risk learners are not connected to a mortgage and many students' families move around to several apartments. This means they may often hop between schools, impacting their learning.

Protected Classes/Other Vulnerable Populations

- There's a huge need for affordable disability housing because so many people in the Marshallese community have health problems – very high rates of diabetes, high rates of cancer, others (result of U.S. testing nuclear bombs on the islands, causing illnesses from radiation and devastating the food supply, replacing with highly processed food).
- Undocumented people are afraid to speak up about bad landlords because their options for housing are limited and they worry landlords will take advantage of their status.
- Affording housing is a big issue for seniors, too (rent around \$1,000 a month). Elderly can't afford to move into assisted living or pay for nursing home care. There have been increases in elderly people—especially elderly women—at shelters.
- Lots of income-based housing is specialized for seniors, people with disabilities, etc. It's hard to find affordable housing if outside of these categories.
- The Marshall Islander population "doubles up" with family members.

- There were recently some changes allowing Marshallese to qualify for some housing assistance, the only type of government assistance that they are allowed to receive (no citizenship, no healthcare, no childcare, can't vote.)

Law/Ordinances

- Dubuque has a “nuisance ordinance” and a landlord can get fined if the cops have been called to an apartment a certain number of times; there is a stereotype that Section 8 residents are the ones for/on whom the police are called.
- Mobile Homes: lot rent prices have increased significantly across the state (48% in two years) with residents having only *three days* to pay before receiving an eviction notice. Rents raised from \$400 to \$900 with utilities no longer included. I’ve heard a state legislator is looking into this. Corporations come in with “rent to own” deals and people get loans, but not mortgages. If you are evicted and have to abandon it, you get in trouble/are held accountable for it. The profiting landlord takes the trailer (which has been classified as “abandoned”) and resells it. Not illegal, but it seems to require changes in state law and local ordinance.

Arrests & Convictions: Checking the Box

- It is very difficult to get housing as a formerly incarcerated person because you have to wait 7 years to get record expunged; arrests for marijuana for Black men seem high in Dubuque.
- The extremely high rates that Dubuque, and Iowa overall, incarcerates black men for marijuana severely affect the ability of this population to get housing.
- It’s confusing, the background checks. Landlords are asking for arrest records—not even convictions—to deny rental applications.
- Can’t get housing (mostly due to “checking the box”) and it leads to mental health problems.

Suggestions

- Landlords lack empathy/understanding for us (low-income people); they need mandatory training.
- An anonymous donor from Re-Engage focused primarily on supporting single mothers pays for fully furnished apartments for these students, which makes a significant difference for them
- A new complex opening soon (15th Street Apartments) with low-income housing that doesn’t have a checklist for formerly incarcerated, people with substance use histories, people with an eviction on their record; welcomes all.
- The Washington Neighborhood Project is a successful initiative where money was fronted the cost of renovating some homes (lead regulations, electrical) and then sold them for reasonable prices, filling the area with more single-family units; “slumlords” had been using the houses in this neighborhood.
- Housing with childcare built-into the building(s) would be extremely helpful.

E. Survey: Open-Ended Comments

These are verbatim comments to 'Other' solutions to poverty survey question.

Solution-Focused

All of the above.

Allow people to work and receive assistance. Often it is a choice of one or the other.

None of the above reduces poverty. It is a mindset that needs to change and take responsibility to improve your life and the life of your family.

Make the billionaires redistribute their wealth.

Increase all wages across the board, Iowa and Dubuque have depressed wages that are not competitive with other states.

Develop perseverance in young adults.

Also encourage other companies to come to Dubuque with tax breaks to create more/better paying jobs.

More mentoring/job shadowing so when get a job keep it.

Educate on how to work your way up from a low paying job to a higher paying one. What may a career path look like? Increased income means increased work and increased responsibility.

Totally de-commodify health care (or at least health insurance).

Create safe, beautiful, enviable public housing, which will decrease the demand for for-profit housing.

Public transportation needs to go where the jobs are. Like Peosta and the big factories that are hiring.

Access to education.

Education on money management, cycle of poverty.

Better balance between assistance and work income (cliff effect) to allow people to move out of poverty and away from assistance.

Education.

Comprehensive Immigration Reform.

Train workplaces to be trauma informed.

Having the city council adopt the source of income; and ban the Box, which is clearly a way to help reduce the systemic racism.

Some can't afford upkeep on home.

Promote trades education.

Basic Life Skills.

Financial management.

There are three factors will keep you from poverty: 1) Graduate High School 2) get a job any job and 3) don't have kids until you're married.

Problem-Focused

None of those would fix it.

Personal Responsibility.

Training with money management and strategies to get off of welfare/food stamps.

Get and keep a job.

If you have to work 3 jobs to get by then do it and don't expect other people to pay your way through life.

Some people have to want to get out of poverty rather than being content to rely on assistance.

Accept personal responsibility and not rely on assistance.

Many employers cannot find employees, lack of motivation is a large problem.

Negative Perceptions

Remove public housing and food stamps and poverty in Dubuque goes down. This will encourage people to get jobs. Employers all over Dubuque are already looking for workers.

Send them back to Chicago.

Have more checks and balances on the government programs that subsidize assistance to recipients. Drug testing, wellness checks, etc. Opportunities are available.

Teach parents to teach their kids how to achieve a middle-class lifestyle.

Until parents/guardians step up and instill work ethic in their children, poverty will persist.

Give more to the working poor and less to those who do not want to work.

Lack of personal accountability.

Cut welfare. Stop making it easy!!!

Eliminate entitlements and get to work.

Cut assistance if they cannot pass a drug test

Reduce the incentive to be nonproductive slugs.

Reduce greed.

Keep your pants on, both male and female.

Teach people to live within their means.

Make a job (they are out there), a requirement after so long on welfare. Still get assistance but they need to put in sweat equity like the rest of us.

Take drug tests to get anything free.

Get a job...or two. Make ends meet and become a contributing member of society instead of a drain on it.

Crack down on the drug problem that is engulfing the US. It is the worst problem we as a nation face!

Change the mentality of those already in poverty.

Build a program that enables poverty-stricken people to learn how to better themselves, and move forward in life. Giving people more things doesn't do them any good, or the rest of society.



BUILDING A LATTICE TO SUCCESS:

WORKFORCE INCLUSION & COMMUNITY
CO-CREATION IN DUBUQUE, IOWA

Prepared for the Community Foundation of Greater Dubuque
by Ethan Lalakea Alter, Zack Avre, and Ilan Slovin
MIT Sloan School of Management

May 2019



You wouldn't ask why the rose that grew from the concrete
Had damaged petals. On the contrary, we would all celebrate its
Tenacity. We would all love its will to reach the sun.
Well, we are the roses – this is the concrete –
and these are my damaged petals.
Don't ask me why...ask me how.

Tupac Shakur



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EXECUTIVE SUMMARY

Over the past several months, the project team - comprised of graduate students studying management, city planning, and public policy - has had the privilege of partnering with the Community Foundation of Greater Dubuque (CFGD) and a variety of its local partners on a workforce and community development project as part of a field lab course at the MIT Sloan School of Management called Bridging the American Divides: Work, Community, and Culture, colloquially known as “USA Lab.”

CFGD tasked the project team with examining, and researching potential strategies to help address, three interrelated challenges facing the Dubuque community:

1. First, with a tight labor market and unemployment below 2 percent, employers in Dubuque are struggling to find workers with the right skills and training to fill open positions;
2. Second, despite low unemployment, poverty rates in Dubuque have remained stubbornly high;
3. Third, the Greater Dubuque region's strong economy has not benefited all residents, with the unemployment rate for people of color hovering around 15 percent

While working to gain an in-depth understanding of these issues, and the community more broadly, we spent two weeks on-site in Dubuque. During our visit, we interviewed more than 20 stakeholders spanning the local workforce development and social services ecosystem, including government officials, non-profit and education leaders, top executives from the region's largest employers and staffing agencies, as well as individuals seeking employment and/or otherwise engaged with these program and organizations. We also conducted independent research and data analysis on the region's economy. Additionally, with the support of CFGD and local partners, we administered a survey among Dubuque job seekers, low-income residents, and those disconnected from the workforce to gain further insight into the most significant barriers to employment and opportunity.

Our findings are laid out in detail throughout this report, with an emphasis on painting a holistic picture of the Dubuque ecosystem as we encountered it. This includes an analysis of existing conditions and the region's service coverage model, as well as a summary of recurring themes that emerged during the course of our research.

Key Findings

- **The workforce development and social services ecosystem is incredibly robust, yet complex.**

We were amazed by the wide variety of programs available to help lift up those indeed. The extensive engagement and collaboration among Dubuque's many non-profit organizations, local government agencies, and businesses is a testament to this community's sense of togetherness in working to tackle big challenges. Despite an uncommon level of collaboration between local organizations, however, the system as a whole appears quite complex from a user perspective. With so many different touch points spanning various organizations, individuals may find it difficult to fully take advantage of all the services available to them.

- One critical ingredient to creating a more robust, diverse, and inclusive Dubuque workforce involves helping to lift up current residents living in poverty and facing significant barriers to employment.

Much of what we heard from employers and social service providers centered around the barriers facing many unemployed individuals and new entrants to the labor force, as well as the need to identify more comprehensive approaches to serving this population. From our interviews and observations, there appear to be opportunities to strengthen the workforce and social service coverage model for these individuals, with an emphasis soft skill development, transitional employment to build work experience, and post-hire retention support to achieve sustained self-sufficiency and upward mobility.

- Local community and business leaders are genuinely and deeply committed to improving diversity, equity, & inclusion for minority populations in Dubuque. However, there is an apparent disconnect between action and results.

Based on our understanding, it seems that this may be due to political barriers (i.e. insufficient public support), or perhaps a lack of mutual understanding regarding the specific steps that must be taken to achieve tangible, positive change. We were impressed by the Business Leader Equity Cohort and various community, civic, and business leaders coming to the table to foster a more equitable and inclusive community. The Cohort is positioned to provide needed leadership and a solid foundation for the broader community, and we are encouraged by the impact it could have in Dubuque moving forward.

- Building mutual trust among different communities will be key to bridging divides across racial, ethnic, and socio-economic lines.

We found agreement across stakeholders on two key factors required to build trust: relationships and outcomes. There are no silver bullets to this work, yet confronting unequal power dynamics, treating community members as authentic and indispensable partners, and keeping “nothing about us, without us” in mind will go a long way to fostering strong relationships and ensuring outcomes achieve their intended impacts. There are no “easy wins” or shortcuts to building trust; it is an iterative and long haul project that will either unlock success or ensure failure.

- This moment in time presents a unique opportunity to take collective action on all of these issues.

With unemployment so low, the business community is eager as ever to help equip individuals living in poverty with the skills and support to succeed professionally. With an increasingly diverse population and a new generation on the rise, both business and community leaders are doubling on their commitment to creating a more inclusive Dubuque. The time is now.

Based on the key findings, we then researched best practices and precedent models that have been successful in helping other communities and organizations overcome similar challenges. The examples we identified, while not intended to serve as explicit recommendations, highlight interesting insights and innovative ideas that community leaders might wish to consider in devising strategies to overcome the challenges discussed herein. These case studies fall into three categories:

Workforce Development: Innovative workforce development models designed to bring individuals living in poverty who face multiple barriers to employment into the workforce and onto a sustainable, rewarding career path. The programs highlighted incorporate some or all of the following key features that could help strengthen Dubuque's workforce development and social service ecosystem:

- Comprehensive, centralized wraparound services;
- Intensive soft-skill training;
- Transitional employment, in some instances through social enterprises; and
- Post-placement job retention support

Diversity, Equity, & Inclusion: Rigorous research studies and evidence examining common best practices for promoting diversity, equity, & inclusion within organizations, along with a case study highlighting an interesting program that provides resources and support to communities working on issues of immigrant inclusion. The research on diversity, equity, & inclusion within organizations, intended to help support the on-going efforts of CFGD's Business Leader Equity Cohort, emphasizes the importance of establishing data-driven systems and processes to promote accountability and transparency with respect to diversity, equity, & inclusion goals.

Community Engagement & Co-Creation: Programs designed to advance equity through intensive community engagement and a co-creation approach to developing strategies to serve those communities. These examples might help inform efforts to build mutual trust and overcome racial and socioeconomic divides in Dubuque.

We believe the key for communities seeking to overcome challenges like these lies not in asking why a rose with damaged petals has risen from the concrete, but rather, how it has managed to do so in the face of such impossible odds. What foundations and unsung heroes helped enable that unlikely, yet - in the right circumstances - achievable, ascent up the "lattice of opportunity"? Based on our research, the CFGD and other community stakeholders are asking the right questions, with a focus on the "how" and "what," when it comes to local workforce and diversity challenges. Moreover, these leaders are committed to identifying solutions that will help build this lattice of opportunity and provide a stronger foundation to help disadvantaged individuals and communities thrive.

Our findings and observations reflect a series of high-level questions: Rather than erecting a new building, should we instead focus on constructing the scaffolding? Rather than a flower garden, should we instead construct the lattice to enable new roses to rise up from the concrete? We hope that our work this semester might help shed light on some of these issues and provide useful examples to catalyze positive, productive, and meaningful change within the Dubuque community.

PROBLEM DEFINITION

Over the course of the study, the problem statement evolved through a series of iterations and refinements based on conversations and analyses that both affirmed and confounded our understanding of the problem at hand. At the outset of the project, the project team and the Community Foundation staff collectively defined a broad, two-pronged challenge facing the Greater Dubuque community:


- How to attract, prepare, and retain talent to sufficiently support the growth and success of the local Dubuque economy
- How to build a career pipeline for low income residents and people of color in Dubuque currently left out of the region's economic prosperity

Through additional research into the existing economic and social conditions and numerous interviews with the Community Foundation and other local stakeholders during a two-week site visit in Dubuque, however, a more complicated picture emerged. These conversations and background research revealed three interrelated challenges:

- First, with such a tight labor market, employers in Dubuque are struggling to find the skilled labor locally they need to fill open positions;
- Second, despite low unemployment, poverty rates in Dubuque have remained stubbornly high;
- Third, the benefits of this tight labor market are not shared equally within the region, with the unemployment rate for people of color hovering around 15 percent

Local stakeholders cited an array of factors contributing to these three trends: a soft skills gap, an unwelcoming environment for diverse job seekers in workplaces and the broader community, a lack of trust in local institutions and systems, and a slew of compounding barriers preventing job seekers from entering the labor force, low-wage employees from upskilling to better jobs, and people of color from feeling included and valued in Dubuque. The conversations with stakeholders across the workforce development and social services ecosystem in the public, nonprofit, and private sectors generated a refined set of three distinct yet connected problem statements:

- How to reduce barriers to employment opportunities for current job seekers to better integrate them into the local economy
- How to effectively upskill low-wage workers to put them on pathways to higher paying careers
- How to create a more diverse, equitable, and inclusive environment for people of color within the Dubuque community and among its employers



Despite these sticky and stubborn workforce challenges, the Dubuque community seems to have the economic and political will to see meaningful change, given the active involvement and partnership between public, nonprofit, and private sector leaders. Moreover, these cross-sector partners view this moment as an inflection point in which the tight labor market presents a unique opportunity to tackle this challenge head on. Building upon the aforementioned evolutions of the problem statement, this project seeks to take advantage of this unique call to action to answer the following questions:

1. What is the coverage model of the existing ecosystem of service providers, and where are the gaps?
2. For each of these three problem statements, where can the coordinated efforts of the Community Foundation and its partners have the greatest impact?



PROJECT SCOPE & METHODOLOGY

This project includes four primary tasks: analysis of existing conditions, stakeholder interviews, comparative analysis of other communities and organizations working toward more inclusive and equitable workforce development and community engagement strategies, and identifying precedent models for the Community Foundation and its partners to consider.

Existing Conditions Analysis

The analysis of existing conditions provided the foundation for the problem definition and help refine the objectives and focus of the project. This portion of the scope included but was not limited to:

1. Demographic change in Dubuque and Dubuque County, including historic trends and future projections
 - Race and ethnicity
 - Income levels
 - Poverty rate
 - Age
 - Educational attainment
2. Economic analysis
 - Jobs, wage, and distribution
 - Job type, sectors, and distribution by demographic groups
 - Job quality and wages
 - Unemployment
 - Industry and sector analysis
 - Primary industries in Dubuque regional economy
 - Potential growth industries in the region
 - Anchor institutions and companies
 - Primary job providers in Dubuque
 - Organizations and companies functioning as community anchors
3. Dubuque's existing service coverage model
 - Workforce development
 - Diversity, equity, and inclusion strategies
 - Community-based resources (e.g., churches, schools, etc.)



Stakeholder Interviews & Survey

Stakeholder interviews constituted a core component of the project team's two-week site visit to Dubuque in March. The Community Foundation arranged over twenty conversations with local civic, business, and nonprofit leaders in the region to gain insight into their role in the regional economy and perspective on this vexing issue. The interviews served as a qualitative complement to the initial quantitative analysis, and these conversations affirmed and shed new light on the trends unearthed prior to our site visit.

The list of stakeholders interviewed includes:

- Community Foundation of Greater Dubuque
 - Inclusive Dubuque
 - Local College Access Network (LCAN)
 - Project HOPE
- Greater Dubuque Development Corporation
 - Dubuque Works
 - Opportunity Dubuque
- City of Dubuque
 - Economic Development
 - Gaining Opportunities
 - Human Rights
- Dubuque Community School District
- Business Leader Equity Cohort and other business leaders
- Northeast Iowa Community College (NICC)
- Fountain of Youth
- Multicultural Family Center
- United Way of Dubuque Area Tri States
- IowaWORKS
- Jackson County Economic Alliance
- East Central Intergovernmental Association
- Express Employment Services
- Opening Doors
- Loras College Intercultural Programs

The project team also developed a brief survey to assess the relative potency of various barriers to employment, the primary motivations of job seekers, and the demographic makeup of those seeking yet failing to find employment. We partnered with the Community Foundation to distribute these surveys at a number of sites across downtown and the Washington neighborhood, including Iowa Works, Northeast Iowa Community College (NICC), and Fountain of Youth over a three-week period in April 2019.

A copy of the survey can be found in the Appendix.



Comparative Policy & Programming Analysis

Following the preliminary analysis of demographic and economic trends and the stakeholder interviews, the project team conducted a comparative analysis of other communities who have spearheaded efforts to address workforce inclusion and community dialogue to identify precedent models that may be appropriate in Greater Dubuque. This analysis included both race-based and race-neutral efforts led by community foundations or other organizations analogous to CFGD, as well as municipalities, community development corporations (CDCs), nonprofits, and private sector actors. In researching precedent models, the project team cast a wide-net of both more conventional policies and programs, such as targeted workforce training, marketing, and public-private partnerships, as well as more innovative and experimental approaches.

Identifying Precedent Models

The project culminated with the identification of suggested precedent models for workforce development, diversity, equity, and inclusion, and community engagement and co-creation for the Community Foundation to consider. Drawing from the preliminary quantitative analysis, stakeholder conversations, and comparative analysis, the project team highlighted examples of other communities and organizations seeking to address similar challenges that community and business leaders in Dubuque hope to solve.



EXISTING CONDITIONS

Lower Outcomes at Multiple Stages

One of the starkest differences in outcomes across racial lines in Dubuque is homeownership. The homeownership rate for Dubuque's white citizens in 2017 was 67 percent and has risen slightly from 2015 levels. Meanwhile, the homeownership rate for Dubuque's black citizens is just 8 percent, down from roughly 10 percent in 2015¹.

Disparate outcomes arise at younger ages as well, particularly in comparative dropout rates. The overall dropout rate in grades 7 to 12 in the Dubuque Community School District is 2 percent. The dropout rate for white students is 1.5 percent. The dropout rate for students receiving free or reduced lunch benefits is 3.7 percent, while the rate for black students is 6.7 percent, indicating an effect above and beyond differences in household income levels².

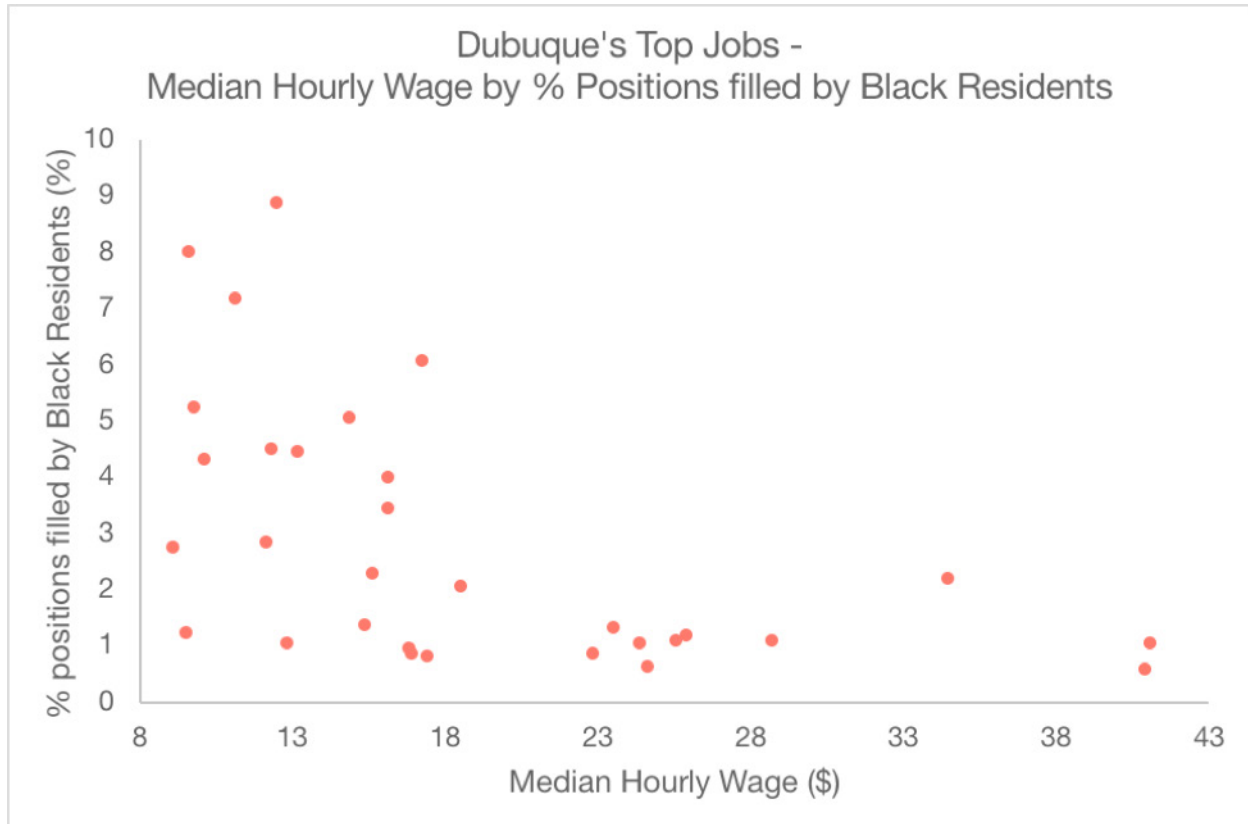
Stark differences can also be found between the unemployment rates for Dubuque's white and black residents. Despite a nearly identical labor participation rate (68.1 percent for black residents and 66.7 percent for white residents), the 2017 unemployment rate for black residents is 15.3% compared to 4.4% for white residents³.

The project team heard about difficulties faced by black residents with accessing higher paying jobs in Dubuque, and analysis of data from Iowa Workforce Development bears out those claims. Analysis by the MIT team indicates that jobs with higher levels of black workers as a percentage of the total tend to have a lower median hourly wage.

The chart on the next page depicts part of this relationship. Each dot represents a type of occupation (e.g., "cashier" or "insurance sales agent"). Each dot is plotted on two dimensions: median hourly wage on the vertical X axis and % of positions filled by black residents on the Y axis. The jobs represented on this chart are the top 30 jobs in Dubuque as ranked by number of 2019 positions and represent 40 percent of the total positions in Dubuque.

The accompanying table provides a summary list of the top 10 occupation types, again ranked in descending order by number of 2019 positions.

1. U.S. Census Bureau; American Community Survey
2. Iowa Department of Education
3. U.S. Census Bureau; American Community Survey



| Rank | Occupation Type | 2019 Positions | Median Hourly Wage |
|------|--|----------------|--------------------|
| 1 | Retail Salesperson | 1,753 | \$12.28 |
| 2 | Registered Nurse | 1,533 | \$26.00 |
| 3 | Cashier | 1,614 | \$9.84 |
| 4 | Combined Food Preparation & Serving Workers, Including Fast Food | 1,511 | \$9.67 |
| 5 | Office Clerks, General | 1,314 | \$15.77 |
| 6 | Heavy & Tractor-Trailer Truck Drivers | 1,252 | \$23.62 |
| 7 | Assemblers & Fabricators | 1,283 | \$16.20 |
| 8 | Customer Service Representatives | 1,191 | \$16.21 |
| 9 | General & Operations Managers | 950 | \$41.01 |
| 10 | Janitors & Cleaners, Except Maids & Housekeeping Cleaners | 926 | \$13.23 |



Employers Struggling to Fill Open Positions in a Tight Labor Market

As of March 2019, the unemployment rate in Dubuque was just 2.8 percent. Every employer with whom the MIT team spoke, ranging from John Deere to a local car repair shop, cited the lack of available talent as a key challenge in running their business. One hiring manager told the team, “If someone can fog a mirror, we’ll give them an interview.” Looking to the future, projections by the economic data provider Emsi indicate continued simultaneous growth in employment and decline in the working age population in Dubuque.

Employers, particularly those whose workers must have a certain level of education or advanced competency, are pursuing several avenues for developing “homegrown” talent within Dubuque.

These efforts include:

- Partnering with schools, sometimes as early as middle school, to educate student about opportunities within their companies and the skills required to access those opportunities;
- Working with the city and the non-profit community to design transitional programs for those entering the workforce;
- Recruiting in primarily minority communities as a way to de facto expand the available labor market

Employers Struggling to Fill Open Positions in a Tight Labor Market

To learn more about those seeking employment within Dubuque, the project team designed a survey that was distributed at three providers of job support services: Fountain of Youth, IowaWORKS, and Northeast Iowa Community College (NICC). Twenty-three responses were recorded. The survey, which can be found in full in the appendix to this report, was designed to provide a fuller picture of the status and challenges of the “looking for better work” population (so named because not all respondents seeking work are unemployed). In addition to demographic data, the main survey questions centered about the types of barriers standing between respondents and employment opportunities.

Out of 11 possibilities, the top three barriers encountered by this sample of Dubuque job-seekers are:

- “The jobs I find don’t pay enough to cover my basic costs of living
- “Health issues may prevent me from being able to work certain jobs”
- “I can’t afford, or don’t know how to get, the training/education needed for the jobs that I want”

The average age of the respondents was 43 years old, and 70 percent live in either the 52001, 52002, or 52003 zip codes.



DUBUQUE'S SERVICE COVERAGE MODEL

During our two-week site visit in Dubuque, the project team was introduced to a robust yet complex workforce and social service ecosystem. As outsiders, we often found ourselves struggling to wrap our heads around how we might navigate the various programs and services meant to serve under-resourced populations, let alone how the actual clients might piece together these loose threads. We were struck by how many potential touchpoints exist and how difficult it would be, particularly for a person or family living in poverty, to understand how to best interact with said ecosystem.

To distill the complex ecosystem of government agencies, nonprofits, social service providers, and tax and income rules in place, we have developed a series of three example coverage models to reflect the ways in which various members of the Dubuque community might navigate the social service and workforce development ecosystems.

These case studies include:

- 1 An unemployed job seeker with multiple barriers to employment
- 2 An asset-limited income-constrained employee (ALICE) seeking a better paying job
- 3 A person of color moving to Dubuque, looking for employment and community

Unemployed Job Seeker with Multiple Barriers to Employment

In such a tight labor market, unemployed Dubuquers looking for work often face multiple barriers to employment, including health issues, income restrictions on benefits, housing insecurity, unreliable or unaffordable transportation and child care, criminal records, or substance abuse. There are a handful of citywide initiatives designed to help community members overcome these obstacles, such as the Gaining Opportunities Initiative and Project HOPE. These job seekers often do not qualify for programs like Dubuque Works or Opportunity Dubuque; instead, staffing companies like Express Employment and Sedona Staffing Services often offer channels into the workforce, as they are more inclined to assume risk employers are unwilling to take on. Fountain of Youth stands out as an organization charged changing mindsets and changing perceptions to help lift community members out of generational poverty.

Job seekers with multiple barriers to employment often require a wraparound approach to not only identify employment opportunities but to also address underlying challenges preventing economic security. Dubuque is home to a host of nonprofit service providers that address a number of these barriers through critical service provision, yet the referral system among service providers bifurcates employment and social services, rather than taking a holistic approach to pathways out of poverty.

Programs & Initiatives



Employment



Fountain of Youth

Wraparound Services



Programs & Initiatives



Gaining Opportunities Initiative (City of Dubuque)

Part of the city's Family Self-Sufficiency Program, Gaining Opportunities provides resources to enhance self-sufficiency, helping individuals and families move out of poverty in a sustainable way. Its programs focus on enhancing opportunities for meaningful employment, education and training for the workplace, financial stability, accessibility to essential needs, social capital, and the ability to navigate systems.



Project HOPE

Project HOPE is a city initiative that encourages and facilitates collaboration, communication, and advocacy among service providers, employers, and individuals seeking employment build bridges to rewarding, long-term employment that reduces existing disparities in employment and economic opportunities.

Wraparound Services



Hillcrest Family Services

Hillcrest Family Services is a regional non-profit organization providing adoption, residential care, education and a boarding school for troubled youth, mental health counseling for adults and adolescents, and health and wellness services.



Pathway to Hope (The Salvation Army)

Developed by The Salvation Army, the Pathway of Hope is an approach — to providing targeted services to families with a desire to take action to break the cycle of crisis and enable a path out of intergenerational poverty. Families accepted into the program will work with The Salvation Army Dubuque Corps team on an intensive basis, developing life skills and utilizing a range of resources to address their specific barriers to increased stability and sufficiency.

Employment



Staffing Providers: Express Employment Professionals & Sedona Staffing Services

Express Employment Professionals and Sedona Staffing Services are top staffing companies that operate nationally and have a strong presence in Dubuque. Express offers employment solutions that include evaluation and hiring, direct hiring, and temporary staffing. These companies play an important role in connecting low and mid-skill workers, particularly those who are unemployed and/or may have limited work histories, with employers who have hiring needs.



Fountain of Youth

Fountain of Youth

Fountain of Youth works with underprivileged youth and adults that come from generational poverty to help them re-imagine their self-image and potential. The organization offers individualized programming focused on mentoring and providing participants the necessary training and tools to become gainfully employed, as well as complete their GED and pursue higher education or vocational opportunities.

Asset-Limited Income-Constrained Employee (ALICE) Seeking a Better Paying Job

ALICE, an acronym for Asset Limited, Income Constrained, Employed, is used to convey the struggles of individuals and families who are working and make above the Federal Poverty Level but are still unable to afford basic needs. According to the United Way of Dubuque Area Tri-States, 22 percent of Dubuque County households fit this criteria in 2016, up from 16 percent in 2014 and 14 percent in 2010.

There has been concerted effort within Dubuque to support create career pathways for low-skill, low-wage workers. Programs like Dubuque Works and Opportunity Dubuque are nationally recognized for their efforts to prepare a pipeline of employees and link this talent with capacity-strapped employers. IowaWORKS complements this work by connecting ALICE workers career development services, apprenticeships, and short-term training opportunities. Northeast Iowa Community College (NICC) plays a pivotal role in serving workers seeking to upskill to better paying jobs and careers; NICC offers both Career Pathway Certificates to fast-track these transitions as well as hands-on career coaching to support students in and outside of the classroom. From our conversations with the Opportunity Dubuque Career Coaches and students at NICC, these programs and the case-based approach they adopt seem to make a real difference in the lives of participants. However, demand seems to far exceed the capacity of NICC staff, and for participants, transitioning from a low-paying job to a certificate program and the prospect of a higher-paying career pathway requires an at times risky leap of faith.

Programs & Initiatives



Employment



Education



Programs & Initiatives



Dubuque Works

Dubuque Works is a nationally recognized collaborative regional partnership of employers, funding partners, workforce experts, and educators (including CFGD and many of the other partners listed below) which focuses on addressing local employers' recruitment and retention priorities, developing the skills of Dubuque's workforce, facilitating program evaluation, and promoting collaboration among regional stakeholders.



Opportunity Dubuque

Opportunity Dubuque is a vocational job training initiative run through NICC and developed in close collaboration with the Greater Dubuque Development Corporation (GDDC) and local employers. The initiative focuses on upskilling low-wage workers into better-paying jobs and allows individuals to earn industry certifications (e.g., welding, certified nurse aide, IT programming) at no cost and provides job placement services upon completion.

Employment



AccessDubuque

AccessDubuqueJobs.com is the top recruiting platform for the Greater Dubuque area and connects employers to qualified talent.



IowaWORKS

IowaWORKS is a collaboration between the State of Iowa Workforce Development agency and local partners. The program establishes IowaWORKS Centers around the state, which offer various services to connect people with jobs, such as: resume building, mock interviews, workshops, job search assistance, job fairs and hiring sessions, career development, re-employment services, registered apprenticeship opportunities, short-term training opportunities, unemployment assistance, job and pay data, and additional help for veterans and people with disabilities.

Education



Northeast Iowa Community College (NICC)

NICC serves eight counties in northeast Iowa and surrounding areas. It offers an array of programs, including more than 85 academic programs of study, online and blended learning, business and industry certifications training, and adult education and literacy classes. NICC is a critical player in many of the community partnership initiatives convened by CFGD and GDDC, including Opportunity Dubuque. It works closely with the business community to develop relevant skill-based curriculums, conducts outreach to attract unemployed, underemployed, and other low-wage workers, and provides extensive wrap-around services to high-needs students.

NICC is split into divisions focused on it's: 1) 2-year associates degree and 4-year college transfer missions; and 2) Industry certification and business solutions offerings. However, the college is currently working to better integrate these programs.

Person of Color Moving to Dubuque, Looking for Employment and Community

New Dubuquers represent another important constituency within the workforce and social service ecosystem. The experience of newcomers helps to reveal the inclusivity and accessibility of the Dubuque community. From our conversations with stakeholders, newcomers tend to fall into two buckets: higher-skilled, educated professionals relocating to Dubuque for work or personal reasons, and people of color, particularly black, Latinx, and Marshallese communities. It is important to note that these buckets are not mutually exclusive and do not capture the intersectionality of experiences; for instance, a South Asian engineer working at John Deere, a Latinx student at Loras College, and an African-American transplant from Chicago will likely interact with available support services differently and experience varying levels of inclusiveness within the Dubuque community and their respective workplaces or classrooms.

Despite efforts to foster a more inclusive Dubuque and embrace a more diverse community, it appears that most of the high-profile efforts within the newcomer services ecosystem appear targeted toward the higher-skilled professionals relocating to Dubuque. Some efforts, such as the Dubuque Black Men Coalition, seek to bridge this gap, and others like the Employee Resource Groups at various employers serve to build community among working professionals, including those who relocate to Dubuque. Additionally, there are a handful of neighborhood-based organizations that provide services to people of color in Dubuque, including relative newcomers.

Programs & Initiatives

INCLUSIVE dubuque
Connecting People • Strengthening Community



Black Men Coalition



Education



UNIVERSITY of
DUBUQUE



Employment



Neighborhood-Based Services



Programs & Initiatives



GDDC Newcomer Services

Greater Dubuque Development hosts the Newcomer Services Program, a one-stop platform for newcomers to help ease their transition to the Dubuque community. The program supports individuals and families who have chosen Dubuque and ensures they are “not only welcomed into the community, but also equipped with the knowledge needed to make the most of the experience.”

Big Life, Small City

Online platform hosted by GDDC that highlights the Dubuque community and shares various resources related to employment, education, housing, and things to do in the region.

Distinctively Dubuque

Free, interactive learning experience where newcomers gain valuable knowledge about the community, meet new people, and participate in networking activities with community leaders and residents. The program is a collaboration between GDDC and Northeast Iowa Community College.

Thrive Relocation Guide

Brochure developed by GDDC highlighting various newcomer services, including connecting new residents to employment opportunities, personal tours of the community, housing resources, classes about the community, education, child care, health care options, worship and recreational opportunities, and social and civic organizations.

Inclusive Dubuque

Inclusive Dubuque is a peer-learning network of partners committed to creating an informed, equitable and inclusive community where all people are respected, valued, and engaged. The network includes over sixty leaders from faith, labor, education, business, nonprofit, and government dedicated to advancing justice and social equity in their organizations and the broader Dubuque community.

Dubuque Black Men Coalition

The Dubuque Black Men Coalition is a network of black professionals who offer support and leadership for programs and services that help area youth grow and succeed. This group offers positive alternatives in educational, vocational, and recreational activities for African American boys and young adult men.

Employee Resource Groups (ERGs)

ERGs are company-sponsored, employee-run organizations formed around a common dimension of diversity, interest, or experience that affects the workplace. Ex. John Deere and Prudential.

Employment



AccessDubuque

Employment opportunities for newcomers are predominantly posted on the online platform AccessDubuqueJobs.com.

Education



Dubuque Community School District

The Dubuque Community School District includes 18 schools with over 10,500 students. As the frontline of Dubuque's demographic change, the school district plays a unique role in the ecosystem and appears to take this role seriously. There are ongoing efforts to diversifying its staff and embed trauma-informed pedagogy into its curriculum. The school district also hosts the Faces & Voices Cultural Celebrations initiative, which seeks to "create a more inclusive, integrated, and welcoming community."

Northeast Iowa Community College (NICC)

In addition to the array of programs it offers students, NICC is a key partner in the Distinctively Dubuque program with GDDC.

Higher Education

Dubuque is home to four colleges and universities - University of Dubuque, Loras College, Clarke University, and Emmaus Bible College. These institutions serve a critical function as both a potential pipeline for the Dubuque workforce and an introduction to Dubuque for non-area students, particularly domestic and international students of color. During our stay in Dubuque, we learned about UD's support for first generation college students and other students from underserved backgrounds and the efforts of the Intercultural programs at Loras to serve students of color on campus.

Neighborhood-Based Services



Fountain of Youth

Fountain of Youth works with underprivileged youth and adults that come from generational poverty to help them re-imagine their self-image and potential. The organization offers individualized programming focused on mentoring and providing participants the necessary training and tools to become gainfully employed, as well as complete their GED and pursue higher education or vocational opportunities.

Dubuque Dream Center

The Dubuque Dream Center is a community outreach center committed to impacting youth, strengthening families, and building community, using the In Your Life Mentoring model. In Your Life Mentors are strategically connected around an individualized plan to provide a child with the assets they need to be successful in school and life. The program also includes an academic center, activities, healthy meals, character development curriculum, and family engagement.

Multicultural Family Center

The Multicultural Family Center works to "empower all families and community members of Dubuque to reach their potential and build unity through diversity, equity, and inclusion." It provides a wide range of programming, as well as a space for community-building, for local youth, young adults, and families, from disadvantaged backgrounds.



Takeaways

The project team recognizes that there are still unanswered questions related to the needs, interests, and motivations of those currently looking for work, struggling to keep a job, or combating generational poverty. During our visit to Dubuque, the project team met with a wide range of community leaders, nonprofit service providers, city officials, and business leaders; however, we directly interfaced with only a handful of job seekers or low-wage workers who fit our target population. This appears to be a broader symptom within the workforce development and social service ecosystem, as we consistently heard from local stakeholders about a lack of understanding regarding what motivates people living in generational poverty or struggling with compounding barriers to employment opportunities.

While this disconnect will not be resolved overnight, there are clear opportunities to elevate the voices and lived experiences of the residents these organizations seek to support and to practice more inclusive and empowering modes of policy making and programming, from engagement to co-design. To establish initial insights, the project team developed a brief survey to assess the relative potency of various barriers to employment, the primary motivations of job seekers, and the demographic makeup of those seeking yet failing to find employment. We hope these surveys and a spirit of design thinking will serve as a first step toward more inclusive, consistent, and collaborative engagement with low-income residents and people of color who navigate the workforce and social service ecosystem in Dubuque on a daily basis.



WHAT WE HEARD: RECURRING THEMES

Distinctively Dubuque

Dubuquers take great pride in their city, state, and region. Over the years, Dubuque has been named one of America's best places to live, raise a family, and find a job, among other accolades. Dubuque also enjoys a strong sense of community, perhaps as a result of this pride, coupled with its resilience and eventual triumphs in the face of adversity.

The dramatic downturn in the early 1980s stands out as a defining moment. Amidst the Dubuque Packing Company plant closure and significant layoffs at John Deere, Dubuque posted an unemployment rate of around 23 percent, the highest in Iowa. When speaking of this time, stakeholders and other residents consistently mentioned the mass migration from the city and oft-referenced slogan - "would the last person out of Dubuque please turn the lights off?"

Yet, the conversation quickly turned to the coalition of community leaders committed to fighting for Dubuque's future and the series of initiatives that served to reinvigorate and diversify the local economy. By 2005, Dubuque was leading the entire Midwest in job growth, and as of 2018, the unemployment rate was below 2 percent. Today, Dubuque stands out for the extent to which strong civic institutions bring people together and businesses invest in the local community, reflecting the same spirit of collective action that resuscitated a city on life support in the 1980s.

That tight-knit community, which largely revolves around informal social networks among long-time residents, can be both a strength and hinderance. We heard many stories detailing frequently asked questions around where people went to high school and last names that don't sound like those of long-time Dubuquers. However, Dubuque, like communities across the country, is changing; though people over 65 are roughly 99 percent white, one in five children in Dubuque is non-white. Over the years, several racially-charged incidents - including cross burnings - have stained the community's reputation. Nearly all of the stakeholders we spoke with acknowledged that the effort to make Dubuque more inclusive and equitable for its growing communities of color remains a work-in-progress.

From our time in Dubuque and the conversations we had, we were heartened to see community and business leaders frame and approach diversity, equity, and inclusion as the next generational challenge for the community to rally and unite around. There seems to be a sense, at least among some community members, that how Dubuque adapts to a more a diverse community will define its trajectory and potential, as well as a firm belief that if anyone is going to crack this riddle, "why not us."



Soft Skill Gap

One of the most oft-mentioned terms of the two-week site visit in Dubuque was a “soft skill gap.” Through discussions with numerous community members and leaders, this “soft skill gap” seems to suggest that not all barriers to employment are as straightforward as transportation, childcare, or access. Some barriers are stickier and harder to understand. The repeated mention of soft skills, those personal attributes that allow one to interact harmoniously with others in context-specific settings, begs several questions. First, how has this gap arisen? Second, what can be done? Soft skills can be difficult to teach and to motivate as important. In many cases, an apparent lack of soft skills may only be the external manifestation of deeper root causes such as low emotional resources resulting from trauma and generational poverty.

Checking Assumptions About Dubuque’s Working Poor & People of Color

During a day visit to Maquoketa, a town in rural Jackson County, we met a man who grew up in poverty in the Chicagoland area and now runs factory operations for a multinational manufacturer. He shared a story about an experiment he recently ran, in which he offered a group of eight production workers in one of his factories a 50 cents pay raise from \$11.00 to \$11.50 per hour if they showed up to work on time every day for two consecutive weeks. After the two weeks, only one of his employees took him up on the offer. When we relayed this story to other community leaders in Dubuque, we were met with head shakes and disbelief.

This anecdote underscores what we perceive as a general lack of understanding of the motivations and goals of the working poor in Dubuque County, perhaps even those living in poverty more broadly. This disconnect is not unique to the business community, but rather, came up throughout our conversations with community leaders, hiring managers, and social service providers throughout stakeholder interviews and conversations. In this case, a 5 percent raise for the simple act of showing up on time may sound like a good deal to many, yet for whatever reason, that deal either was not compelling or was simply not possible for the eight production workers. If those looking to reach these populations in Dubuque are to be successful, there is a pressing need to understand what that “whatever reason” is.



Mutual Trust as a Foundation to Workforce & Community Integration

A foundational and persistent barrier to the integration of Dubuque's communities of color into the workforce is a lack of mutual trust. Those who have seen the system exclude and fail them, who believe it was not designed to work for them, view outreach efforts by Dubuque's civic organizations with suspicion. Integration into the workforce and broader community will require mutual investment, of services, dollars, time, and care from the city's established interests as well as time, effort, and hope on the part of Dubuque's underserved. Most critically, it will require trust.

Trust is not built, and more importantly, mistrust is not reversed, overnight. Fidelity and commitment to trust building, however, is essential for sustainable, well-informed impact. The disconnect regarding what motivates underserved Dubuquers and the disproportionate concentration of street cameras in the Washington neighborhood, where a majority of Dubuque's Black community lives, are reminders that there is plenty of work left to do.

We did find agreement across multiple organizations on two key factors required to build trust: relationships and outcomes. There are no silver bullets to this work, yet confronting unequal power dynamics, treating community members as authentic and indispensable partners, and keeping "nothing about us, without us" in mind will go a long way to fostering strong relationships and ensuring outcomes achieve their intended impacts. There are no "easy wins" or shortcuts to building trust; it is an iterative and long haul project that will either unlock success or ensure failure.

An Opportunity for Strategic Alignment

Much like the moment of civic collaboration following the 1980s recession, the Dubuque business community has joined public and nonprofit leaders at the table to tackle the issue of workforce inclusion. Owners and hiring managers are frustrated that they cannot find enough employees to fill the roles they need to run their businesses at optimal levels. For the people of color that make up an inordinate portion of Dubuque's unemployment labor force, the frustration of the business community is an opportunity. CEOs and business owners actively wonder how they can make their workplaces more hospitable to minority candidates, candidates who have been out of work for a while, or candidates who are living in poverty. However, this moment of tripartite strategic alignment will not last forever; there is a tacit understanding that should unemployment rise and encompass more of the population that could be more readily "plugged in" to a role there will likely be less energy and urgency among businesses to help solve the workforce inclusion challenge.



PRECEDENT MODELS

Based on the key findings summarized above, we researched best practices and precedent models that have been successful in helping other communities and organizations overcome similar challenges. The examples we identified, while not intended to serve as explicit recommendations, highlight interesting insights and innovative ideas that community leaders might wish to consider in devising strategies to overcome the challenges discussed herein. These case studies fall into three categories:

Workforce Development: Innovative workforce development models designed to bring individuals living in poverty who face multiple barriers to employment into the workforce and onto a sustainable, rewarding career path. The programs highlighted incorporate some or all of the following key features that could help strengthen Dubuque's workforce development and social service ecosystem:

- Comprehensive, centralized wraparound services;
- Intensive soft-skill training;
- Transitional employment, in some instances through social enterprises; and
- Post-placement job retention support

Diversity, Equity, & Inclusion: Rigorous research studies and evidence examining common best practices for promoting diversity, equity, & inclusion within organizations, along with a case study highlighting an interesting program that provides resources and support to communities working on issues of immigrant inclusion. The research on diversity, equity, & inclusion within organizations, intended to help support the on-going efforts of CFGD's Business Leader Equity Cohort, emphasizes the importance of establishing data-driven systems and processes to promote accountability and transparency with respect to diversity, equity, & inclusion goals.

Community Engagement & Co-Creation: Programs designed to advance equity through intensive community engagement and a co-creation approach to developing strategies to serve those communities. These examples might help inform efforts to build mutual trust and overcome racial and socioeconomic divides in Dubuque.



WORKFORCE DEVELOPMENT

1. Los Angeles Regional Initiative for Social Enterprise (LA RISE)
2. North Lawndale Employment Network (NLEN) U-Turn Program
3. Cara Chicago
4. STRIVE



DIVERSITY, EQUITY, & INCLUSION

1. Best Practices or Best Guesses? Assessing the Efficacy of Corporate Affirmative Action and Diversity Policies
2. Achieving Meritocracy in the Workplace
3. Welcoming Economies Global Network



COMMUNITY ENGAGEMENT & CO-CREATION

1. On the Table (The Chicago Community Trust & Knight Foundation)
2. Crossroads Charlotte (Foundation for the Carolinas)
3. MIT CoLab
4. MIT D-Lab Lean Research



PRECEDENT MODELS: WORKFORCE DEVELOPMENT

Context

The first core element of our best practices research centers around innovative workforce development programs designed to help bring people living in poverty who face multiple barriers to employment into the workforce and onto a sustainable, rewarding career path. As noted throughout the discussion above, Dubuque has a wide range of non-profit organizations which, coupled with various government programs, offer a robust set of workforce development and social services. However, several consistent themes that emerged through our conversations with community leaders and subsequent research suggest potential opportunities to further strengthen Dubuque's workforce development ecosystem.

First, as detailed above, the decentralized nature of the service delivery system - with a disconnect between employment and social services, provided by a vast array of different government and non-profit agencies - can be complex and potentially quite confusing for those looking to take advantage of the opportunities that it offers. This indicates that a more centralized, closely-coordinated wraparound service model could help improve program uptake and outcomes.

We also heard from a number of stakeholders about the considerable barriers facing some who remain unemployed or out of the workforce in Dubuque, as well as the challenges this poses for service providers and employers looking to work with these individuals. Based on our understanding, there appears to be room to improve the coverage model with respect to this population, many of whom may not qualify for certain existing programs like Opportunity Dubuque. As previously noted, one of the recurrent themes from our conversations with employers and service providers concerned deficiencies in the "soft skills" required to get and keep a job (e.g. coming to work on time every day, workplace etiquette, teamwork, conflict resolution, etc). In many cases, individuals may have limited work history, contributing (along with other factors cited above) to these soft skill deficits and making it more difficult to get hired. The same goes for the formerly incarcerated, those experiencing homelessness, and others with multiple barriers that require comprehensive social services in addition to workforce development training. Collectively, these challenges suggest that a wraparound service model - incorporating intensive soft skill training, subsidized transitional employment, and post-hire job retention support - could advance the Dubuque community's efforts to help lift these populations out of poverty.



Overcoming Barriers to Employment through Coordinated Wrap-Around Services, Soft-Skills Training, Transitional Jobs, and Retention Support

Based on the considerations outlined above, we conducted research to identify successful local workforce development models designed to serve similar populations in other communities around the country. The programs highlighted below each include some or all of the following features:

- Centralized wraparound service delivery, integrating workforce development and other social services
- Intensive soft skill development training
- Subsidized transitional employment, providing paid work experience as a bridge to permanent job placement
- Post-placement job retention support to help participants overcome any barriers that emerge on their path to self-sufficiency

Some of the programs identified achieve these objectives, in part, through an innovative strategy that involves creating or partnering with local social enterprises. Social enterprises are mission-driven, revenue-generating businesses dedicated to hiring, employing, and training individuals - typically on a transitional basis - who face barriers to employment. These organizations integrate paid work and wraparound services to help employees enhance their skills and job readiness on the path toward self-sufficiency and permanent competitive employment. Moreover, because their profits are reinvested to further support their mission, social enterprises also provide funding that makes programs less dependent on external revenue sources and more sustainable.



Los Angeles Regional Initiative for Social Enterprise (LA RISE)

Centralized wraparound services, transitional employment through social enterprises, soft skill training, and post-hire job retention support

Location: Los Angeles, California

Key Organizations: City of Los Angeles, Los Angeles County, The Roberts Enterprise Development Fund (REDF), social enterprises, non-profit workforce agencies & social service providers, for-profit employers, community colleges

Target Population: Formerly incarcerated individuals, those at risk of homelessness, and youth (18-24 years old) who are neither working nor attending school

Program Description: LA RISE is a centralized wraparound service model that provides specified groups facing significant barriers to employment (see further details on targeted populations above) with paid transitional work experience through social enterprises; job placement and retention assistance to secure permanent employment; intensive soft-skill training; and various personal supports (e.g. housing, transportation, legal services). The program was launched in 2015 as a partnership between the City of Los Angeles Economic and Workforce Development Department (EWDD) and California-based non-profit REDF, supported by a \$6 million Workforce Innovation Fund (WIF) grant from the U.S. Department of Labor. Due to its early success, LA RISE is now available county-wide and funded locally by the City of LA and LA County, as well as the contributions of their non-profit partners and existing city, county, and state workforce development institutions.

The LA RISE program model, as illustrated in the figures on the next page, begins with paid transitional employment at a social enterprise. During this phase, participants receive intensive job readiness and soft-skill training, as well as comprehensive case management services, from workforce agencies (i.e. LA's EWDD-contracted WorkSource Centers) which are physically co-located and organizationally embedded within these social enterprise employers. After completing a minimum of 300 hours in transitional work, and passing the LA RISE Job Readiness Assessment twice throughout that period, individuals are placed into either: competitive, permanent jobs with private sector employers or the City of LA; or, as applicable based on the person's background, skills, and career goals, vocational training programs. Upon placement, participants continue to receive wraparound services (e.g. personal development, housing, health, financial literacy) for up to one year to help ensure job retention, overcome any barriers to self-sufficiency that may arise, and set them on a sustainable path toward long-term success and upward mobility.



The LA RISE model includes several particularly innovative elements that make it distinct as compared with most traditional transitional employment programs:

- **Social Enterprises:** Select examples of LA RISE social enterprise partners include:
 - **Homeboy Industries** is a chain of 10+ social enterprises that operate cafes/diners (including one at LA City Hall) and bakeries, provide catering services, and produce popular food items sold at local grocery stores (e.g. tortilla chips, baked goods), among other business lines. Homeboy primarily employs formerly incarcerated individuals, many of whom are ex-gang members, while providing comprehensive soft skill training, job placement, and other wraparound services.
 - **Chrysalis**, which provides similarly comprehensive services, while offering employment opportunities in street maintenance (through local government partnerships) and with its own staffing agency.
 - **Goodwill of Southern California**, which employs LA RISE participants in its own stores and various other jobs, providing support services along the way.
- **Coordination & Co-Location:** WorkSource Center partners are physically co-located on-site and integrated into the social enterprise organization. Agency and social enterprise personnel are reportedly viewed as one team, enabling a seamless user-centric case management experience for participants. Additionally, the program's JobsLA/CalJobs data-tracking systems provide a common platform for all LA:RISE partners to communicate efficiently and share information. Collectively, these approaches have resulted in a unique level of close cross-agency coordination and integrated case management service delivery.





North Lawndale Employment Network (NLEN) U-Turn Program

Centralized wraparound services, transitional employment through social enterprises, soft skill training, and post-hire job retention support

Location: Chicago, Illinois

Key Organizations: North Lawndale Employment Network, Sweet Beginnings (NLEN-run social enterprise), City of Chicago, Cook County, State of Illinois, non-profit workforce agencies & social service providers, for-profit employers, community colleges

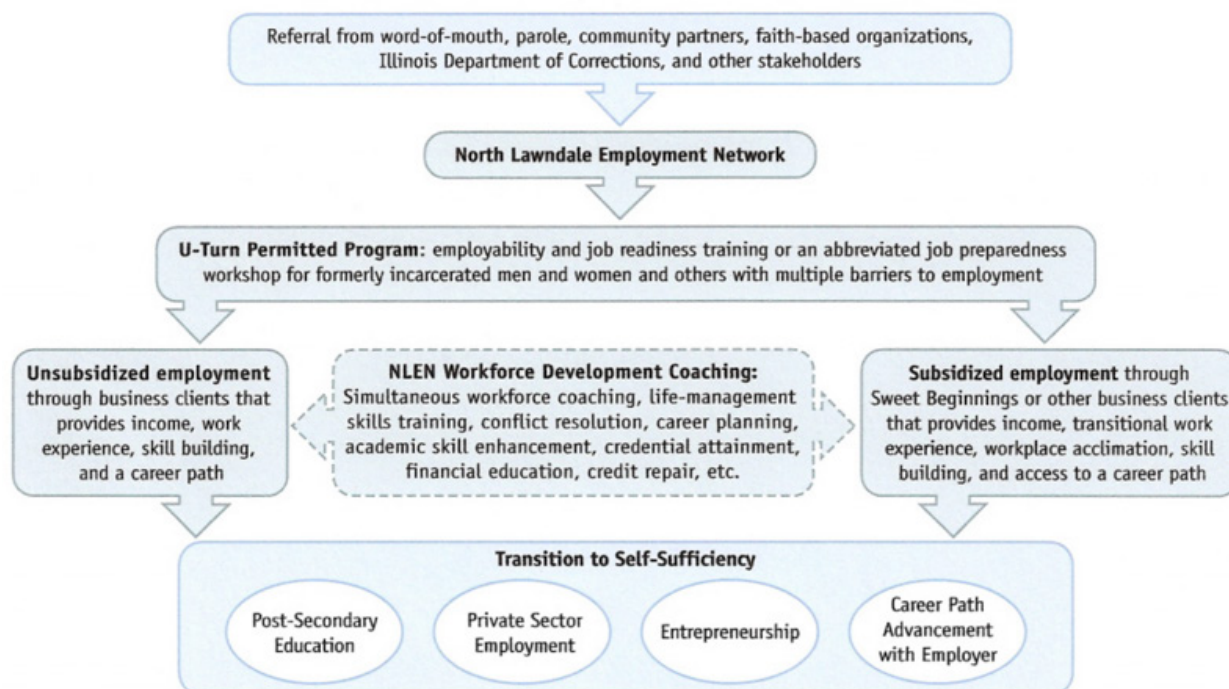
Target Population: Underemployed and unemployed residents of the North Lawndale neighborhood and surrounding communities who face significant barriers to employment

Program Description: NLEN is a non-profit that was founded in 2000, with the goal of helping to put formerly incarcerated individuals and others with significant barriers to employment on the path to permanent employment and self-sufficiency. The organization is funded by private donors, state and local government agencies, contributions from non-profit partners, and re-invested income generated by its wholly-owned subsidiary for-profit social enterprise, Sweet Beginnings LLC, which develops and sells all-natural skin care products featuring the company's very own locally-produced honey. Through its signature U-Turn program, NLEN provides wraparound services and paid transitional work experience via Sweet Beginnings, supplemented by soft skill and credential-based training programs, as well as job readiness, placement, and retention services.

As depicted in the diagram below, the U-Turn program begins with an intensive four-week workshop focused on providing job readiness and life management skills, such as workplace etiquette, work habits, punctuality, teamwork and conflict resolution. Participants are then assigned a personal workforce coach and financial coach to guide them through the job placement process and provide a path to financial self-sufficiency. Importantly, this phase also involves transitional employment, typically through Sweet Beginnings, but in some cases with business partners as well. From there, workers are placed into permanent private-sector jobs or NLEN-affiliated skills training programs. They also gain access to NLEN retention support services for life and become part of the U-Turn Alumni Fellowship networking community.



North Lawndale Employment Network Participant Flowchart





Cara Chicago

Centralized wraparound services, transitional employment through social enterprises, soft skill training, and post-hire job retention support

Location: Chicago, Illinois

Key Organizations: Cara Chicago, Cleanslate Chicago & Cara Connects (both Cara-run social enterprises), City of Chicago, State of Illinois, non-profit social service providers, for-profit employers

Target Population: Underemployed and unemployed Chicago residents who face significant barriers to employment

Program Description: Cara Chicago, a non-profit founded in 1991, helps place individuals living in poverty - many of whom are recovering from addiction, experiencing homelessness, re-entering society after incarceration, or dealing with other significant barriers - put themselves on a path toward obtaining and maintaining quality employment. The organization derives its funding from private donations, state and local governments, the contributions of non-profit partners, and income generated by its two wholly-owned subsidiary for-profit social enterprises:

- **Cleanslate Chicago LLC** is a social enterprise that provides exterior maintenance services to customers across Chicago. It effectively serves as a vehicle for people with significant barriers to employment to build work experience through transitional jobs, while receiving intensive wraparound support services.
- **Cara Connects LLC** (formerly TCP Staffing), another Cara-owned social enterprise, serves a similar function within the program. Cara Connects is a temporary staffing agency that both directly employs participants as part of their transitional phase and manages employment, job placement, and retention services for other individuals in the program.



STRIVE

Centralized wraparound services, soft skill training, and post-hire job retention support

Location: Multiple cities across the U.S. (see local network affiliate organizations below)

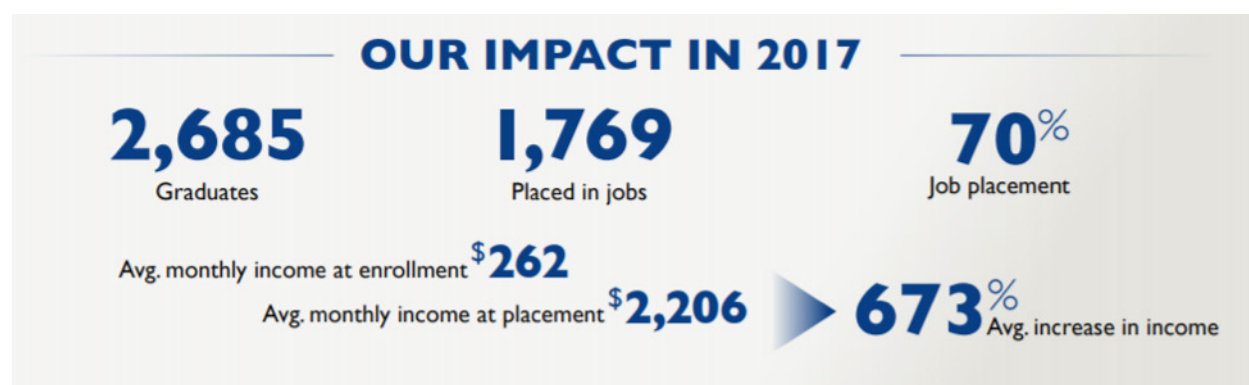
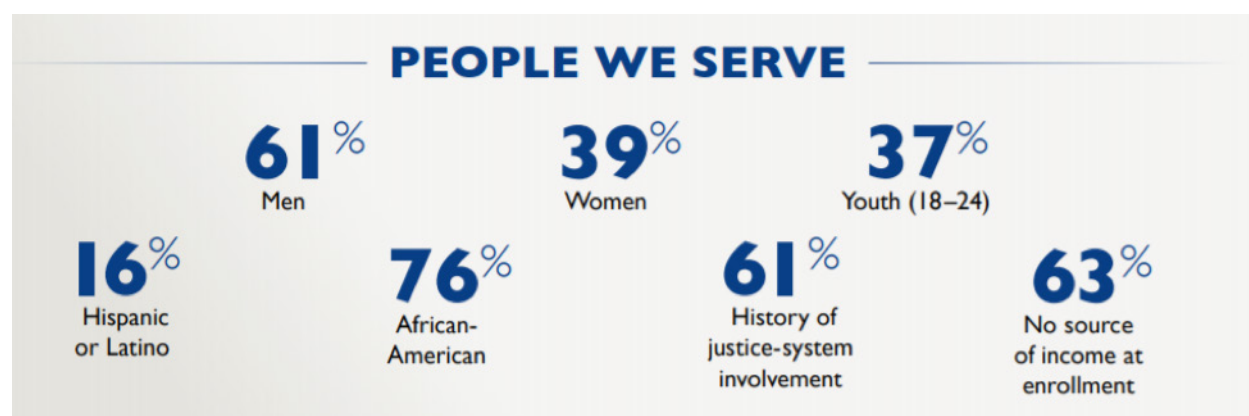
Key Organizations: STRIVE International (Parent organization, New York City affiliate), Odyssey House (Flint, Michigan affiliate), A Safe Haven (Chicago, Illinois affiliate), Public Health Management Corporation (Philadelphia, Pennsylvania affiliate), L.I.F.E. North Carolina (Greenville, North Carolina affiliate), The Center for Working Families (Atlanta, Georgia affiliate), Center for Urban Families (Baltimore, Maryland affiliate), Samaritan Ministry of Greater Washington (Washington D.C. affiliate), New Orleans Business Alliance (New Orleans, Louisiana affiliate), Second Chance (San Diego, California affiliate), Career Resources Inc. (Connecticut affiliate - Bridgeport, Hartford, New Haven, Waterbury), Justice Resource Institute (Boston, Massachusetts affiliate), Westchester/Putnam Workforce Board (New York State affiliate - Mt. Vernon, White Plains, Yonkers), local & state governments, The Annie E. Casey Foundation, non-profit workforce agencies & social service providers, for-profit employers, community colleges

Target Population: Under and unemployed individuals facing significant barriers to employment

Program Description: A non profit-organization founded 35 years ago in New York City by a Harlem native who had overcome multiple incarcerations and substance abuse issues, along with two socially-minded businessmen, STRIVE has since expanded to more than 20 U.S. cities; its innovative model has even been replicated in other countries around the world. The program aims to equip individuals experiencing chronic unemployment with the tools, skills, and support necessary to find a job and sustainable career path. The organization's funding comes from private donors, including the Annie E. Casey Foundation, as well as state and local governments, federal grants, and resources contributed by its non-profit partners. Like the other programs described herein, STRIVE represents a distinct, innovative approach as compared with many traditional employment and training models. Featuring a relatively short and intense job readiness training sequence designed around behaviors and life situations common for individuals facing generational poverty and other barriers, along with job placement and long-term job retention support, the organization's emphasis on career readiness has become a national model for improving job placement and retention.



STRIVE's flagship career pathways program begins with a 10-12 week job readiness training delivered in three phases: Phase 1 focuses on mindsets and attitudes, fostering development of self-awareness, problem solving, critical thinking, and interpersonal skills. Phase 2 is geared toward professional skills, such as communication, decision-making, and workplace etiquette. The 3rd phase then looks toward job readiness, covering topics like long-term career planning, resume writing, and interview preparation. Upon completing the workshop, participants receive intensive occupational skills training, earning industry-recognized credentials aligned with specific industries such as construction, food service and healthcare. Throughout the entire process, STRIVE provides wraparound services and supports, including childcare, health care, and housing. Lastly, upon earning their credentials, STRIVE graduates are matched with full-time job opportunities and provided with lifelong access to career development, job retention, and placement services.





PRECEDENT MODELS: DIVERSITY, EQUITY, & INCLUSION

Context

Another critical step toward building a more robust, diverse workforce is to ensure that people of color and newcomers feel welcome, both at work and in the community. At the organizational level, this involves implementing human resource practices and policies that advance diversity, equity, and inclusion. This has been a key focus area, yet remains an on-going challenge, for many companies across the U.S. and worldwide. From a local workforce and community perspective, it is also important to spread these best practices across all employers in the region and foster an inclusive environment for those underrepresented groups outside of work.

Recognizing the vital importance of these issues, CFGD and the Dubuque business community launched the Business Leader Equity Cohort last fall. The Business Leader Equity Cohort serves as a forum for top executives from Dubuque companies and other key stakeholder organizations to collaborate on efforts to improve diversity, equity, and inclusion within their organizations and create a more diverse local workforce and inclusive community, among other related objectives. Launched in October 2018, the group convenes every two months to share best practices, develop initiatives, and devise a regional strategy for achieving Dubuque's diversity, equity, and inclusion goals.

As noted above, while visiting Dubuque, we had the opportunity to participate in a cohort meeting and engage with the group about their work as it relates to our project. We also met separately with senior leaders from some of Dubuque's biggest employers, including John Deere and Prudential, who are part of the cohort. From these discussions, it was clear that Dubuque's business community is steadfastly committed to advancing diversity, equity, and inclusion, both individually and collectively, and that notable measures toward achieving these goals were either in place, under way, and/or being considered.

To build upon and support these efforts, we explored the available research and empirical evidence on diversity, equity, and inclusion best practices, identifying a number of interesting insights and ideas that the Business Leader Equity Cohort might find helpful in informing and advancing their work. It is important to note that our fieldwork certainly did not provide us with a detailed understanding of Dubuque employers' specific approaches to diversity, equity, and inclusion; thus, the insights and ideas discussed below are not intended to address any perceived deficiencies in the current practices of Dubuque employers. Rather, these national-level studies highlight common challenges faced by all organizations, along with potential remedies to move the needle on these issues.



Promoting Diversity, Equity, & Inclusion within Organizations

Through consultations with MIT faculty who specialize in this field, we came across two particularly eye-opening research briefings on diversity, equity, and inclusion practices within organizations. In both cases, the research is based on studies of real U.S. companies and provides evidence regarding the effectiveness - or lack thereof - of various popular diversity, equity, and inclusion strategies. The common thread emerging from this work is as follows: any successful program should include robust systems and processes that establish responsibility and accountability for meeting the organization's diversity, equity, and inclusion goals.



Best Practices or Best Guesses?

Assessing the Efficacy of Corporate Affirmative Action

Frank Dobbin (Harvard), Erin Kelly (University of Minnesota), & Alexandra Kalev (UC Berkeley)

This study measures the impact of three approaches commonly employed by companies to increase diversity:

1. Establishing organizational responsibility for diversity (affirmative action plans, diversity committees, full-time diversity-focused staff);
2. Addressing managerial bias with training and feedback (diversity trainings and diversity-specific evaluations & feedback);
3. Combating social isolation of women and minority workers within the organization (networking programs and mentoring programs)

As the authors note, each of these strategies is rooted in well-founded theories on the underlying factors that lead to a lack of diversity (e.g. lack of accountability, managerial bias, and social network isolation). However, this does not necessarily mean that commonly used approaches for addressing those issues are actually effective at doing so. Thus, using national data detailing 708 companies' workforce composition from 1971 to 2002, as well as HR surveys to determine when various diversity initiatives were implemented, while controlling for a number of other factors, the researchers calculated the effect that these practices had on the share of African-Americans and women in managerial roles.



Key Findings

- Diversity training and diversity-based performance evaluations & feedback had little to no effect on improving managerial diversity.
- Programs that promote mentoring and networking for underrepresented groups had a modest impact on increasing representation in the managerial ranks.
- Initiatives establishing responsibility for diversity resulted in the most significant and widespread increases in managerial diversity. The two specific practices that had the largest impact with respect to both African-Americans and women were as follows:
 - **Diversity Staff:** Employing at least one full-time staff member, or creating a department, solely dedicated to working toward and monitoring the company's diversity objectives, rather than leaving these efforts to front-line managers or staffers who have other responsibilities.
 - **Diversity Committees:** Creating a task force or committee, with the appropriate level of authority and responsibility, to oversee diversity initiatives, identify challenges and recommend solutions, and monitor progress toward the company's diversity goals.
- Companies that employ these responsibility and accountability strategies also experience stronger improvements from networking and mentoring and diversity training and evaluation programs.



Achieving Meritocracy in the Workplace

Emilio J. Castilla (MIT Sloan School of Management)

This paper highlights the “paradox of meritocracy.” This phenomenon describes how merit-based compensation and reward systems designed to ensure meritocracy in the workplace can unintentionally lead to race, nationality, and gender-biased pay disparities. Moreover, managers who think of their company as a meritocracy, based on having a formalized evaluation process and performance-based (as opposed to seniority) reward system, appear to be more likely to exhibit such biases. The author draws on three different studies. Two of them examined a large service company’s (over 20,000 employees) organizational practices and HR data, identifying evidence of bias in compensation decisions and the effective elimination of such bias upon implementing new procedures to enhance transparency and accountability. The other was an experiment involving MBA students with managerial experience, examining bias in pay, promotions, and termination decisions when individuals were primed to believe their organization’s evaluation and rewards system was based on merit, rather than seniority.

Key Findings

- Within a performance-based “meritocratic” system, managers awarded higher compensation to men than to women who had identical performance evaluation scores. When making these decisions in a non-meritocratic organizational context, the bias flipped - managers awarded higher bonuses to women than men.

There are several potential explanations for these contradictory findings. Perhaps believing that one’s organization is meritocratic causes managers to be less vigilant about their own individual actions. Meanwhile, those in an environment perceived to be less meritocratic may have been over-compensating for presumed biases in women’s performance evaluation scores.

- Within the large service organization studied, which had a performance-based “meritocratic” system, annual salary growth was lower for African-Americans, Hispanics, individuals born outside the U.S., and females than for white men.

This result was produced even after accounting for other relevant factors, effectively comparing people who had the same job, performance evaluation score, supervisor, etc.

- In all studies, there was little to no bias detected for promotion and termination decisions. This could be because such decisions are more visible to others in the organization and thus, subject to potential scrutiny, than are compensation awards.



- After the service organization implemented new processes to improve transparency and accountability, the pay disparities were almost entirely eliminated.

The specific changes that were implemented included:

- Appointing a performance reward committee - consisting of employees from various divisions, at least one HR professional and one executive, and a new dedicated full-time staff focused on analyzing compensation data - to evaluate compensation decisions for fairness. As part of their role, the committee regularly distributed company-wide data on merit-based pay increases to all seniors managers, allowing them to benchmark their decisions against other work units to identify any unintentional biases.
- Providing this committee with the authority to modify compensation decisions made by employees' supervisors, if deemed appropriate.
- Requiring supervisors to award compensation according to a standardized process based on employee performance evaluation scores. As part of this process, supervisors had to document the rationale behind their decisions.

The central takeaway from this research is that data-driven, systematic organizational processes that establish accountability and promote transparency can help companies overcome unintentional managerial biases across racial, ethnic, and gender lines in performance management and rewards decisions.

The author proposes a three-pronged framework for achieving meritocracy through accountability and transparency:

1. **Processes and Criteria:** How will performance-based pay be distributed among employees?
2. **Outcomes:** What rewards are being given to employees?
3. **Audiences:** Who is responsible for and who knows about the pay processes, criteria, and outcomes?

This general framework can be also applied to a range of other HR practices, such as recruitment & selection, access to training & professional development, and promotions.



PRECEDENT MODELS: DIVERSITY, EQUITY, & INCLUSION

Promoting Diversity, Equity, & Inclusion through Community Programs

In addition to creating a welcoming environment within organizations and spreading diversity, equity, and inclusion best practices to all local employers, another critical consideration involves ensuring that newcomers and 1st generation Dubuquers feel at home within their community. As noted throughout our analysis, Dubuque has a number of services to help newcomers integrate into the community. Yet it appears that challenges nonetheless persist. Moreover, though not specific to Dubuque, there is an extensive body of nationwide research and evidence showing that social networks play a significant role in shaping employment opportunities and outcomes; these studies also demonstrate that minority groups who are relatively underrepresented in certain industries, professions, and/or communities may be at a particular disadvantage. Therefore, community-wide programs aimed at fostering inclusion for newcomers and minority groups represent another potential opportunity to advance the goal of creating a more inclusive Dubuque.

While the following section delves into these issues in greater detail from a community engagement and co-design perspective, we also came across an interesting program that serves as a national network for organizations and communities working to improve immigrant inclusion.

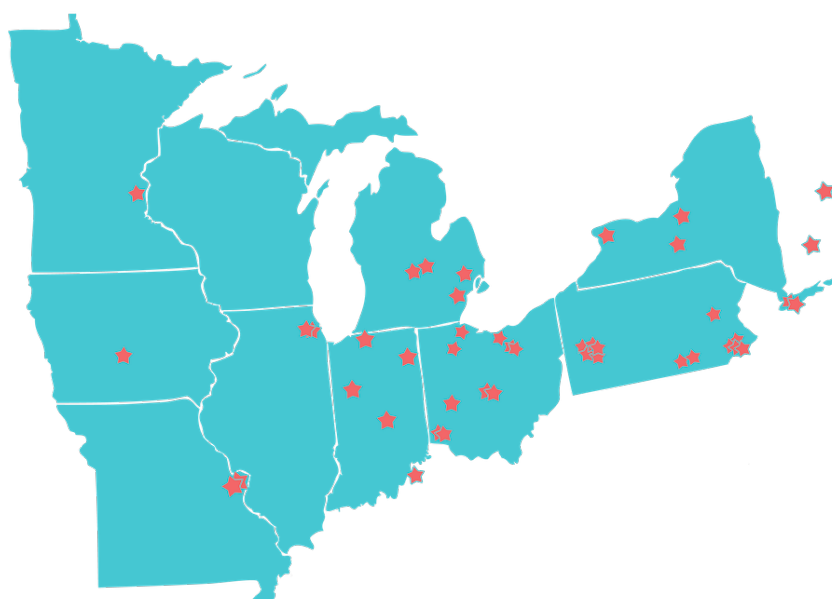


WELCOMING ECONOMIES GLOBAL NETWORK

(WELCOMING AMERICA)

Launched in 2009, Welcoming America is a nonprofit, nonpartisan organization founded on the principle that being welcoming leads to prosperity. Through a variety of programs and initiatives, Welcoming America provides a network of local governments and nonprofit organizations in more than 500 communities nationally and globally the roadmap and support they need to become more inclusive toward newcomers and all residents. Governments, nonprofits, and individual professionals working in immigrant inclusion are eligible to join the Welcoming Network. Members commit to advancing and institutionalizing welcoming efforts in their community, and they receive benefits including training, resources, networking, and leveraged funding.

Welcoming America has also partnered with Global Detroit to organize the Welcoming Economies (WE) Global Network, a regional network of more than thirty initiatives from across the Rust Belt. The Network serves to strengthen the work, maximize the impact, and sustain the efforts of individual local initiatives across the region that welcome, retain, and empower immigrant communities and their contributions to local economies. Members benefit from peer-to-peer learning exchanges, increased publicity, policy and research tools developed for immigrant economic development organizations, access to technical assistance, and other capacity building resources. Current members include the Greater Des Moines Partnership.





PRECEDENT MODELS: COMMUNITY ENGAGEMENT & CO-DESIGN

Context

This study's focus on racial equity and inclusion in the Dubuque workforce builds on the ongoing efforts led by the City of Dubuque and the Community Foundation of Greater Dubuque. We situate our best practices related to community engagement within this broader context and highlight precedent examples to strengthen these efforts through co-design and community dialogue.

Following the recommendations of a community member task force in 2005, the Dubuque City Council hired a consultant to work with the City to identify barriers to inclusion within the City apparatus. After assessing the organizational structure of the City, the final report led to a series of organizational changes to build capacity, including cross-departmental teams charged with intercultural communication, two new staff positions focused on coordinating workforce development and community engagement, and an expansion of the scope of the Human Rights Department to include a commitment to advancing equity and inclusion.

Additionally, these ongoing reforms have been supplemented by Inclusive Dubuque, a network of more than sixty community leaders from faith, labor, education, non-profit, and government working to advance justice and social equity in Dubuque launched by the Community Foundation, the City of Dubuque, the City Council, and other partner institutions. The Inclusive Dubuque network completed a Community Equity Profile in 2015, which reviewed indicators of community health, disaggregated by race, gender, and income, across a variety of areas including housing, economic opportunity, health, and education.

Following the completion of the equity profile, the City Council codified equity into its mission and vision statements and incorporated equity into the City's Comprehensive Plan. Moreover, the City of Dubuque established several cross-departmental equity teams and four organization-wide goals with an eye toward the long-term change required to embed racial equity within departments across the City apparatus.

These guideposts include:

- Advance equity through workforce recruitment and retention efforts;
- Advance equity through grant, contract, and purchased services agreements;
- Advance equity through service delivery and community engagement;
- Advance equity through collective impact partnerships



Advancing Equity through Community Engagement and Co-Creation

To advance and sustain equity, those left out and left behind must be partners in creating a more equitable and inclusive solution. Community involvement in planning and program design exists along a continuum from low to high intensity, depending on the goals and desired outcomes of engagement. The design and implementation of community engagement directly affects the impact of these efforts and the level of trust between communities and decision makers. Community involvement that aligns with the necessary level of input and clearly defines objectives can help set expectations and promote transparency. Other times, however, shallow involvement can limit the realm of possibility, tokenize community voices, and breed distrust among community members.

Our analysis adopts the following five-level community engagement continuum - from outreach to shared leadership - as a framework for investigating precedent examples. We are particularly interested in case studies that embody collaboration and shared leadership because these models are the rarest and the hardest to execute, yet provide the greatest potential for sustained impact.





MIT COMMUNITY INNOVATORS LAB (COLAB)



The Community Innovators Lab (CoLab) is a center for planning and development within the MIT Department of Urban Studies and Planning (DUSP), which facilitates the interchange of knowledge and resources between MIT and community organizations. CoLab's work is grounded in the belief that ideas and lived experiences of people at the margins of society can provide important insights into institutional failure and social exclusion.



Echoing a common Bronx rally cry, “Nothing about us, without us, is for us,” CoLab’s guiding principles include:

- Planning is a participatory discipline
- Marginalized communities possess critical experience, insights and knowledge for addressing systems failures and driving innovation
- Collaborative innovation with communities is the most effective way to generate sustainable solutions to local and global problems

Participatory Planning

Understanding and addressing complex problems like inequality, poverty, and socioeconomic inclusion requires diverse types of knowledge. Participatory planning recognizes that communities that live with and experience systems failures and engage in local problem solving hold valuable insights for generating solutions – making community knowledge as crucial as knowledge emerging from mainstream centers of knowledge production, such as academic and policy circles.

Co-Production

Co-production is explicitly meant to challenge the status quo of whose knowledge is most valued and seeks to increase the power of groups at the margins by building their capacity to define their own questions, design solutions, and ensure community ownership over the knowledge that is created.



MIT D-LAB LEAN RESEARCH



MIT D-Lab works with people around the world to develop and advance collaborative approaches and practical solutions to global poverty challenges. D-Lab approaches international development with a design mindset grounded in the following guiding principles:

- Use inclusive practices when designing **FOR** people living in poverty
- Engage in effective co-creation when designing **WITH** people living in poverty
- Build confidence and capacity to promote design **BY** people living in poverty

D-Lab uses a Lean Research framework which centers the experience of the human “research subject” in decisions about research design and implementation. The approach seeks to minimize burden on research subjects while increasing the quality of information gathered, improving the usefulness of findings, and maximizing the value of both the process and outputs to stakeholders, donors, and decision-makers. Drawing lessons from lean manufacturing as well as human-centered design, Lean Research focuses on continual improvement of the research process, particularly at “touch points” where researchers interface with research subjects, local partners, and others engaged in research production. It seeks to improve research outcomes by improving the experience of those most directly involved in research production and by orienting the process around their insights and priorities.

The four principles of Lean Research include:

1. **Rigorous:** conducted according to the highest standards of the research methodology that is best suited to the specific nature of the study.
2. **Respectful:** the dignity and delight of the human subject is placed at the center of the research experience, including a clear and informed consent process and power to review findings.
3. **Relevant:** clear value to stakeholders and addresses priority issues and questions for research subjects, study communities, as well as donors and decision-makers.
4. **Right-Sized:** research scope and methods are well-suited to the research objectives and the priority of the research questions to stakeholders.



ON THE TABLE

(THE CHICAGO COMMUNITY TRUST)



On the Table is an annual civic engagement initiative pioneered by The Chicago Community Trust in 2014 that various community foundations, civic leaders, and community organizations have used to engage residents in dialogue about community issues. Since 2014, more than thirty communities have adopted the initiative and have collectively engaged more than 250,000 people across the country.

The Chicago Community Trust and the Knight Foundation partnered to create the On the Table National Learning Network—a virtual learning community for foundations, civic institutions and nonprofit leaders who have implemented or shown interest in replicating the On the Table model. This virtual learning community provides resources and support created for and by others who have implemented and adapted the On The Table civic engagement model to meet the needs of their local community. Members can engage with one another and share best practices, as well as access templates and inspiration from communities who have made this initiative their own.

The initiative was expanded by the Knight Foundation in 2017 and brought 40,000 residents in ten cities together in mealtime conversations to talk about ways to address pressing community issues. In 2018, the On the Table initiative partnered with community foundations in ten cities where the Knight Foundation invests, including Akron, OH; Charlotte, NC; Columbus, GA; Gary, IN; Lexington, KY; Macon, GA; Miami, FL; Palm Beach, FL; Philadelphia, PA; and San Jose, CA. Each city schedules one day when they will convene thousands of residents to share both a meal and ideas on how to make their city a better place to live and work, while identifying opportunities to address local challenges such as affordable housing, climate change, race relations, and urban design and public space improvements.





CROSSROADS CHARLOTTE

(FOUNDATION OF THE CAROLINAS)

FOUNDATION FOR
THE CAROLINAS

Crossroads Charlotte was launched in 2004 after the city participated in a national survey on social capital. The survey found high levels of faith-based involvement and philanthropy but ranked the city 39th out of 40 communities on social and interracial trust. Crossroads Charlotte was a collaborative civic project to remove barriers of mistrust and shape a positive shared vision for the future. Crossroads Charlotte engaged corporate and civic leaders to examine four scenarios for the city's future and then craft deliberate steps to steer the community toward better outcomes.

The four vignettes included:

1. In "Fortress Charlotte", Charlotte's economy is in serious decline and the community is divided, with a widening gap in community income and rising tension between racial and ethnic groups;
2. In "Class Act", Charlotte is a world-class city with a thriving economy, but old patterns of racial, ethnic, and social divisions remain;
3. "The Beat Goes On" tells the story of a Charlotte in which the economy is moving forward but technology-based companies in the new economy opt to bypass Charlotte for more creative, progressive destinations that do not harbor the same high levels of distrust, inequality, and resentment;
4. In "Eye to Eye", Charlotte has a reputation as a tolerant and trusting community, where diversity is embraced as a strength and the new economy is not only robust, but is shared by all residents as the community works collectively to govern itself in trust and fairness

The stories were produced in both written and video form and available on the project website, where Charlotte residents were asked to post responses and offer commitments for actions they will take to help craft the community's future in more positive ways. These imagined stories have been presented in a variety of organizational settings – local corporations, government entities, nonprofit organizations, and schools have been asked to develop their own imagined storylines within these scenarios and identify specific positive actions they can take for a better future.

Over 1,800 people have participated in more than 30 public forums for initial community outreach and engagement. To-date, 33 organizations have introduced specific Crossroads Charlotte initiatives to advance equity and inclusion.

Precedent Model Sources

LA RISE & related social enterprises

- Program Website - City of Los Angeles
<http://ewddlacity.com/index.php/employment-services/la-rise>
- REDF Website - Program Overview
<https://redf.org/larise/>
- REDF Website - How It Works
<https://redf.org/larise-program/>
- Interim Program Evaluation Report (2018)
<https://www.spra.com/wordpress2/wp-content/uploads/2018/11/LARISE-SPR-Interim-Evaluation-Report.pdf>
- <https://mayorsfundla.org/press-releases/mayor-garcetti-kicks-off-2018-hire-l-a-s-youth-jobs-program/>
- <https://homeboyindustries.org>
- <https://changelives.org>
- <http://ewddlacity.com/index.php/press/news-2/499-goodwill-socal-hires-la-rise-participant-for-full-time-retail-job>

North Lawndale Employment Network

- Program Website - Homepage
<http://www.nlen.org>
- Program Website - Impact
<http://www.nlen.org/about-nlen/our-impact/>
- PolicyLink Report: Wraparound Service Strategies for African-American Men Seeking Employment
<https://www.policylink.org/sites/default/files/Wraparound%20Services%20for%20African%20American%20Men%20Seeking%20Employment.pdf>

Cara Chicago

- Program Website - Homepage
<https://carachicago.org>
- Program Website - Impact
<https://carachicago.org/our-numbers/>
- Guide Star Profile
<https://www.guidestar.org/profile/36-4268095>
- Third Way Article: The 7 Habits of Highly Effective Workforce Programs
<https://www.thirdway.org/report/the-7-habits-of-highly-effective-workforce-programs>

STRIVE

- Program Website - Homepage
<https://strive.org>
- Program Website - Impact
<https://strive.org/about#our-impact>
- Program Website - Network Affiliates
<https://strive.org/ouraffiliates#affiliates>
- Program Website - Network Affiliates
<https://strive.org/ouraffiliates#affiliates>

Diversity, Equity, & Inclusion

- Kalev, A., F.Dobbin, and E. Kelly. 2006. "Best Practices or Best Guesses? Assessing the Efficacy of Corporate Affirmative Action and Diversity Policies". *American Sociological Review* 71 (4):589-617.
- Castilla, E. J. (2016). Achieving meritocracy in the workplace. *MIT Sloan Management Review*, 57(4), 35-41.
- Castilla, E. J., Lan, G. J. and Rissing, B. A. (2013), Social Networks and Employment: Mechanisms (Part 1). *Sociology Compass*, 7: 999-1012. doi:10.1111/soc4.12096
- Castilla, E. J., Lan, G. J. and Rissing, B. A. (2013), Social Networks and Employment: Outcomes (Part 2). *Sociology Compass*, 7: 1013-1026. doi:10.1111/soc4.12095
- Welcoming Economies Global Network: <https://www.weglobalnetwork.org>

Community Engagement & Co-Creation

- MIT CoLab: <https://www.colab.mit.edu>
- MIT D-Lab Lean Research: <https://d-lab.mit.edu/research/lean-research>
- On the Table: <https://onthetable.com>
- Crossroads Charlotte: https://www.ftc.org/our_initiatives

DUBUQUE BARRIERS TO EMPLOYMENT OPPORTUNITIES SURVEY

(APRIL 2019)

Dubuque Barriers to Employment Opportunities Survey

Our goal is to better understand the barriers to employment opportunity for workers in the Greater Dubuque Region. Your responses will be completely anonymous, and individual answers will not be shared. Please answer the following questions as honestly as you can. Thank you for taking the time to complete this survey.

1. What is your current employment status? (Check all that apply)

- ☐ Unemployed/not working and not currently looking for a job
- ☐ Unemployed/not working, but looking for a job
- ☐ Employed, but looking for a job with higher wages, more hours, and/or better working conditions
- ☐ Employed part time

2. If you have been unemployed in the past 12 months, how long in total were you unemployed?

- ☐ Less than one month
- ☐ One to three months
- ☐ Three to six months
- ☐ Six months to one year
- ☐ More than one year
- ☐ N/A – I have not been unemployed in the past 12 months

3. What are you looking for in a job? Please list 3 things that are important to you (ex. a higher wage, new skills, interesting work)

4. Below is a list of barriers that people might face when looking for or considering employment opportunities. For each barrier that applies to you, please rate the problem on a scale from 1 to 5. (1: minor problem → 3: moderate problem → 5: major problem). If the barrier does not apply to you, choose Not Applicable.

| | N/A | MINOR PROBLEM | SOMEWHAT PROBLEM | MODERATE PROBLEM | LARGE PROBLEM | MAJOR PROBLEM |
|--|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| I have trouble finding transportation to and from work | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I can't find dependable or affordable child care | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I have a criminal record | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Drug testing requirements may limit my work opportunities | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Health issues may prevent me from being able to work certain jobs | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I can't find permanent housing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I will lose my benefits (ex. Medicaid, housing assistance, SNAP) if I work or earn too much income | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

continue on the back ...

| | | | | | | |
|--|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| The jobs that I find don't pay enough to cover my basic costs of living | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I'm not sure how to search for a job or where to look for information on job opportunities | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I can't afford, or don't know where to get, the training/education needed for the jobs that I want | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I have problems in my personal support system | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Any other problem (please specify): | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

5. In what year were you born?

6. Please select your race/ethnicity. (Select all that apply)

- | | |
|--|--|
| <input type="checkbox"/> Asian or Asian American | <input type="checkbox"/> Native American or Alaska Native |
| <input type="checkbox"/> Black or African American | <input type="checkbox"/> Marshallese or Other Pacific Islander |
| <input type="checkbox"/> White or Caucasian | <input type="checkbox"/> Other or Multi-Racial |
| <input type="checkbox"/> Hispanic or Latino | <input type="checkbox"/> Decline to Respond |

7. To which gender identity do you most identify?

- | | |
|------------------------------|---|
| <input type="radio"/> Female | <input type="radio"/> Prefer not to say |
| <input type="radio"/> Male | <input type="radio"/> Other |

8. What is the highest level of education you have completed? (Check the highest level you have completed)

- | | |
|--|---|
| <input type="radio"/> Less than High School | <input type="radio"/> Some college education |
| <input type="radio"/> Some High School | <input type="radio"/> Associate's degree |
| <input type="radio"/> High School Diploma | <input type="radio"/> Bachelor's degree |
| <input type="radio"/> High School Equivalency Diploma | <input type="radio"/> Above a Bachelor's degree |
| <input type="radio"/> Completed career & technical education certification/license or apprenticeship | |

9. Where do you currently live? Please share your ZIP Code.

10. How many years have you lived in the Dubuque area?

11. Any other thoughts or suggestions you would like to share?

Best Practices or Best Guesses?

Assessing the Efficacy of Corporate Affirmative Action

Table 3. Estimated Average Differences in Managerial Composition Due to Adoption of Affirmative Action and Diversity Practices

| | White Men | White Women | Black Women | Black Men |
|------------------------------------|-----------|-------------|-------------|-----------|
| Affirmative Action Plan | | | | |
| Proportion in year of adoption | .783 | .132 | .017 | .024 |
| Estimated proportion with practice | .769 | .142 | .017 | .025 |
| Percent difference due to adoption | -1.8%** | 7.6%** | .0% | 4.2%** |
| Diversity Committee | | | | |
| Proportion in year of adoption | .630 | .230 | .014 | .020 |
| Estimated proportion with practice | .611 | .262 | .018 | .022 |
| Percent difference due to adoption | -3.0%** | 13.9%** | 29.8%** | 10.0%** |
| Diversity Staff | | | | |
| Proportion in year of adoption | .724 | .157 | .014 | .021 |
| Estimated proportion with practice | .713 | .171 | .016 | .024 |
| Percent difference due to adoption | -1.5% | 8.9%** | 14.3%** | 14.3%** |
| Diversity Training | | | | |
| Proportion in year of adoption | .687 | .194 | .017 | .022 |
| Estimated proportion with practice | .679 | .194 | .016 | .023 |
| Percent difference due to adoption | -1.2% | .0% | -5.9%** | 4.5% |
| Diversity Evaluations | | | | |
| Proportion in year of adoption | .720 | .160 | .017 | .024 |
| Estimated proportion with practice | .726 | .168 | .017 | .022 |
| Percent difference due to adoption | .8% | 5.0% | .0% | -8.3%** |
| Networking Programs | | | | |
| Proportion in year of adoption | .702 | .193 | .014 | .020 |
| Estimated proportion with practice | .684 | .206 | .014 | .018 |
| Percent difference due to adoption | -2.6%** | 6.7%** | .0% | -10.0%** |
| Mentoring Programs | | | | |
| Proportion in year of adoption | .690 | .216 | .017 | .021 |
| Estimated proportion with practice | .688 | .215 | .021 | .022 |
| Percent difference due to adoption | -.3% | -.5% | 23.5%** | 4.8% |

Note: This table was taken directly from the study cited above, which appeared in the American Sociological Review journal. * or ** indicate statistically significant results.

Community Engagement Continuum

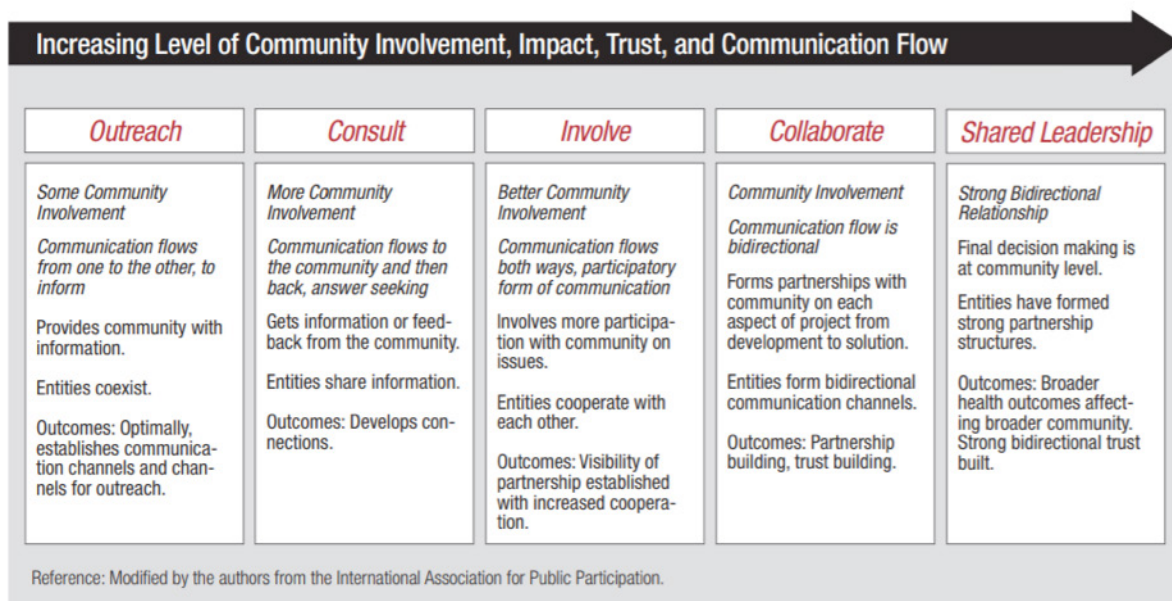


Figure 1.1. Community Engagement Continuum

Source: National Institute for Health. 2011. "Principles of Community Engagement, Second Edition." Clinical and Translational Science Awards Consortium Community Engagement Key Function Committee Task Force on the Principles of Community Engagement. NIH Publication No. 11-7782.



City of Dubuque Operational Support

IMPACTING YOUTH. STRENGTHENING FAMILIES. BUILDING COMMUNITY.



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WHO WE BENEFIT

Preparing the future workforce and supporting the present workforce

The Dream Center seeks to **prepare the future workforce**, by influencing the academic outcomes and employment soft skills of school aged youth to prepare them for high school, college or career.

The Dream Center seeks to **support the present workforce**, by providing quality after school and summer care to school aged children of working families. In particular in areas of concentrated poverty where quality care for children are in short supply.

THE UNMET NEED

By supporting the Dream Center, the City of Dubuque will be supporting an organization that is becoming established and known in the community as a Quality After School and Summer Care Site for the children of working families.

Although the Dream Center targets low-income families in need, families from diverse racial-social economic backgrounds view the Dream Center as a quality option for after school and summer care for their children. The Dream Center serves students from every local public school in Dubuque as well as private school students.

Childcare is a critical infrastructure that supports working families and drives economic growth. However, Centers need the proper staff support to meet the ratio of the kids we serve.

Iowa's labor shortage makes the need for childcare increasingly urgent. Access to quality early childhood education is critical for attracting and retaining a quality workforce

Dubuque employers struggle to fill vacant positions. 28% report unfilled positions are increasing and Childcare access is a primary barrier to workforce participation, especially for low-income households and women.

- Single parents making >\$10.82/hr lose childcare assistance
- 70% of poor, nonworking adults w/young children are not working due to family responsibilities
- For each 10% increase in childcare expenses, employment rate of married mothers decreases 5-6%
- 83% of millennials would leave their jobs for one with more family-friendly benefits

Childcare boosts productivity and firm performance.

- One Dubuque-area employer estimates that childcare issues cause 50% of absenteeism.
- Childcare-related absenteeism in the US costs businesses \$4.4 billion a year.
- After providing childcare, 85% of employers report improved recruitment and 2/3 report reduced turnover.

Sources: Greater Dubuque Dev. Corp; Iowa Policy Project, American Enterprise Institute (2016); Zilliak et al (2008); Care@Work Better Benefits Survey, Project HOPE Childcare Needs Assessment; in-person interviews; Child Care Aware, Child Care Partnership Project Employer Toolkit

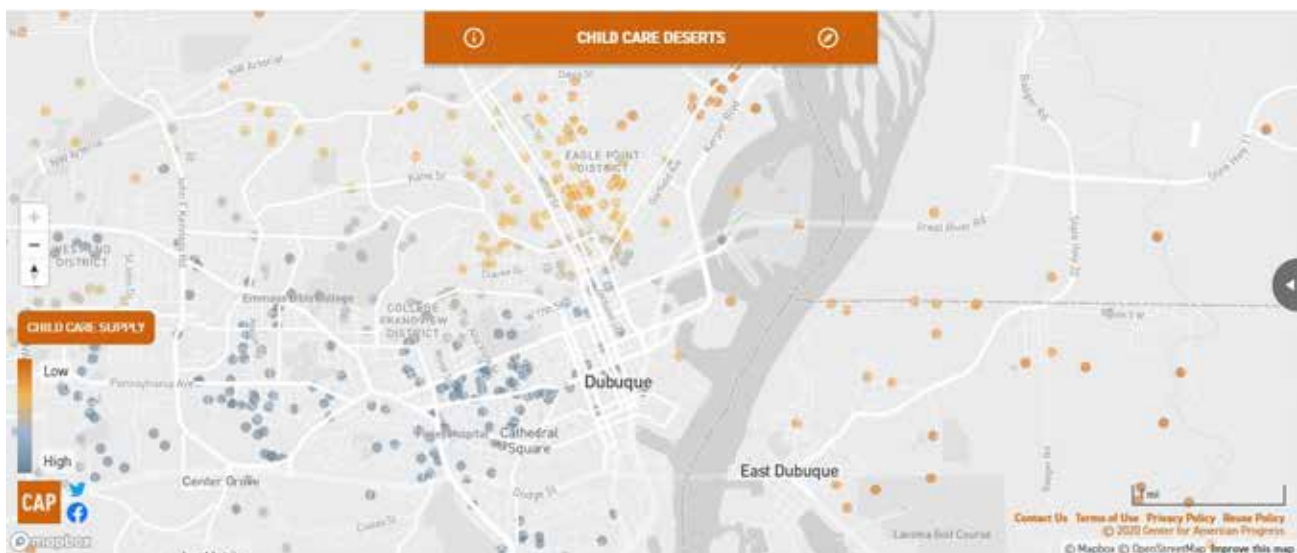
CHILDCARE AND COVID-19

At the outset of the pandemic, nearly two-thirds of child care providers said they could not survive a closure that extended longer than one month. The Center for American Progress estimates that the country could lose half of its licensed child care capacity without government intervention. Millions of American workers, hoping to get back to their jobs once the public health risk has sufficiently decreased, will not be able to do so until they have safe, reliable, and affordable child care. This has major consequences for the reopening of the economy but also has important implications for income and educational inequality, racial equity, geographic equity, and a potentially significant decline in the number of mothers in the labor force.

COVID-19 appears to have taken a greater toll on Hispanic and Black communities, both in terms of the public health threat and the economic impact. Prior to the pandemic, most child care deserts were in low- and middle-income communities, including many predominantly Hispanic neighborhoods, and were practically ubiquitous across rural America.

Communities that already lacked sufficient child care before the coronavirus are likely to be especially affected by the crisis as unemployment hits these communities harder and families are less likely to have savings to weather the economic downturn.

Child care is essential for families and for the broader economy. This was true before the coronavirus crisis and may be even more widely accepted now that millions of people are working from home or laid off or furloughed until it is safe for most businesses to reopen. But the precarious state of the child care sector prior to this disruption cannot be overstated. Even in a good economy, child care programs and families with young children have a hard time financing high costs with little public funding



Source: Rasheed Malik, Katie Hamm, Won F. Lee, Elizabeth E. Davis, and Aaron Sojourner, *The Coronavirus Will Make Child Care Deserts Worse and Exacerbate Inequality*, June 2020

WHAT MAKES US UNIQUE

Although the Dubuque Dream Center is seeking to become a licensed childcare facility, our unique model as an academic center and academy is designed to prepare students for college and career. Our long-term model to serve students beginning in early childhood through 12th grade. Through the Dream Center Youth Career Development and Employment Program, we focus on the future to impact generational poverty by developing the future workforce.

Our Youth Career Development and Employment Program benefits from our early school age feeder system: Youth enrolled in Dream Center programming are students who have been identified by school teachers, counselors, or administrators based on academic, social and emotional development needs during their elementary ages, K-5th.

Over 80% of students who enrolled in our Youth Career Development program in the summer of 2019 have been participants in Dream Center programming since 2014, having discipline and character development values instilled and are now middle or high school students. Students have the option to enroll in our Youth Career Development and Employment program from grades 8th-12th at this time.

Students enrolled receive an individual career assessment, soft skills development, and job & career readiness training in partnership with Northern Iowa Community College (NICC). Students can earn Employment opportunities and Stipend through a partnership with Dubuque Works and Private Donor.

Soft skills provide a critical foundation for success at school and work. Nationwide, 62% of business decision-makers have more difficulty recruiting candidates with soft skills than technical skills.

55% of Dubuque-area employers consider work ethic a major skills gap; 50% cite communication skills. Additionally, 90% of decision-makers believe soft skills are developed more easily in early childhood than later in life.

STUDENT STORIES

Landon- Academic Improvements

Landon was a 3rd grader at Fulton Elementary School this past school year. When speaking to his coach and teacher about his biggest improvement this school year they both said the same thing, his attitude and effort. His teacher, Mrs. Molly Davis, said his biggest improvement was his attitude towards writing during his independent work every day. She also said how proud she was for him meeting his Math MAP testing goal. Coach Blake said Landon really came out of his shell this year and give a great effort when learning new things, that may not always be easy, especially in reading. When looking at the data from the past two school years it all aligns, Landon has moved from being at high reading risk in 2nd grade to some reading risk in 3rd grade. He has also improved his Reading MAP score from 161 at the beginning of 2nd grade to 193 in the winter of 3rd grade. This is only 3 points below where he needs to be to be considered at reading proficiency for in the winter of 3rd grade. He has also made big improvements on his Math MAP test by going from a 179 at the beginning of 2nd grade to 198 during the winter of 3rd grade. This puts him at math proficiency for his grade level! It is without a doubt that with Landon continuing to work hard he will meet his reading proficiency goal next year and continue to excel above the expectation in both reading and math.

Nicholas- Behavior Improvements

Nicholas was an 8th grader at Jefferson Middle School this past school year. He ended the school year with a 4.0 GPA. He also made great improvements in school office referrals, going from eight in 7th grade to only one referral in 8th grade. Nicholas' mom said she is most impressed with his overall behavior and respect. She is impressed how he addresses women as ma'am and men as sir. He has also improved on listening to advise. She said he is a totally different kid from 4 years ago and none of this would be possible without the Dream Center.

YOUTH CAREER DEVELOPMENT PROGRAM

20 students and provide oversight for our College and Career Development program in partnership with NICC and Dubuque Works. See program outcomes below.

Dubuque Dream Center Youth Career Development Summer Program Outcomes

70 hours



of coaching

35 hours of



Academic Tutoring/Assistant Teaching

10,466 meals



cooked & served

Over 40 hours of



carpentry and maintenance

1 shed built



8' X 12'

AUCTION

3 News Articles



KWWL, KCRG, & TH

20

students enrolled in our
Youth Development Program

16

students graduated and
received a Certificate of
training with NICC





*Impacting Youth, Strengthening Families, Building Community
A Ministry of Radius Church Dubuque, IA*

Dream Center Success Story – Lauren Jones



Jayden (left), Lauren (middle), Jaysen (right)

Lauren and her two young boys have been a part of the Dream Center community since Fall 2017. She needed a support system for not only her children, but for herself. “Being a full time student is not easy, I have come to the Dream Center just to talk with someone and vent. It makes me feel like I am not alone.” The Dream Center provides a safe and welcoming environment to all families served.

Jayden, 3rd grader, was reading below reading grade level and was struggling to take ownership of his behavior in the classroom. Since attending the Dream Center he has increased his MAP reading score by 16 points! His Reading FAST score has also improved, moving from being at “some risk” to “low risk” according to the Dubuque Community School District. “He used to say he does not like math and now he takes tests at school and is proud of his success,” says Lauren.

Jaysen, 1st grader, used to struggle behaviorally, on a weekly basis, but he has now started gradually maturing. His mother believes that this is due to the mentoring he is receiving at the Dream Center. “Jaysen has his school connectors that have been positive male role models. They encourage the boys and help them resolve conflict from a male’s perspective instead of them hearing it only from me.”



Dream Center Operational Budget Fundraising Strategies

73%

Private Donors

19%

Grants

8%

other

The DC raises 73% of our operational budget through fundraising from generous private donors from the community of Dubuque to support low income and working families who need affordable care for their children. 19% Grants. 8% other.

Dream Center Sustainable Income Plan for Operations

In order to progress towards **sustainable income** to continue to provide **quality and affordable care** to the children of working families, the DC is seeking to **become a Licensed Child Care Facility** and generate funding support from the State of Iowa **by 2021**.



Transitional Income Support Need and Updated Operational Request from City of Dubuque

The DC seeks to become a Licensed Child Care Facility in order to generate income to serve low income and working families who need our support, but struggle to afford quality after school and summer care.

City Funding will Support

88

Low Income Students

The Dream Center Currently serves

190

Students K-12th Grade

As a City Top Priority, the Dubuque Dream Center is asking the City of Dubuque for 33% of its operational budget, \$264,000.00 for 2021. Our proposed operations request of \$264,000 will provide support funding for the Dream Center during the economic uncertainty of the COVID-19 Pandemic and allow us to focus on continuing to Impact children of low-income and working families as we prepare for our campaign to become a licensed childcare facility in 2021.

Who is Served and Impacted by City support?

These 88 low income students are children K-5th grade who were most recently added from our waiting list with the help of one-time gifts from generous donors. Presently there are 90 K-5th grade students on our waiting list. The Dream Center is in need of temporary support to serve these students and their families as we seek to become a Licensed Child Care Site and receive income from the State of Iowa.

The Dream Center becoming a licensed childcare facility means access to affordable childcare for working families. From the mid-1970s to 2012, workforce participation rates for mothers of young children rose from 40% to 65%. In Iowa, 3 out of 4 households with children under age 6 have all parents working yet childcare is inaccessible to many who need it.

Dream Center Program Cost per Student and Services Provided

The operational **expense per student for the Dream Center is \$3,000 per year** for year-round services that includes:



**School Day Curriculums,
Supplies and
Academic Support**



Original City Proposal

On September 10th, 2019 the Dream Center originally requested **52% of Dream Center operational budget \$406,600** that would have supported and sustained 135 K-5th grade students. The Dream Center would still welcome and gratefully accept the original requested funds, however we would also be grateful for the **minimum request of \$264,000 to support 88 students for 2021.**

STUDENT SPONSORSHIPS

\$3,000.00

*supports one student for a year
of Dream Center programming.*

\$1,500.00

*supports one student through a 9-month school
year session of Dream Center programming.*

\$500.00

*supports one student through
a session of program meals each day.*

\$150.00

*supports one student's enrichment activities
through a year of Dream Center programming.*

\$50.00

*supports one student's academic and character development
curriculum through a year of Dream Center programming.*

TEAM SPONSORSHIPS

\$30,000.00

*supports a team of 10 students for
a year of Dream Center programming.*

\$20,000.00

*supports six students for
a year of Dream Center programming.*

\$10,000.00

*supports three students for
a year of Dream Center programming.*

Dubuque Branch NAACP

P.O. Box 1012

Dubuque, Iowa 52004-1012

Email: dubuquenaacp4025@gmail.com

Website: www.dubuquenaacp.com

Phone: 563.594.0652

Memo

To: Dubuque City Council

From: Dubuque NAACP

Subject: City Council Recommendation Guide

Opening:

The DBQ Branch NAACP thank you in advance for the consideration of recommendations that is proposed in this memo. As we began to look at the Next Steps 4 Justice summaries, we must continue to focus our efforts on the March 4 Justice Initiatives that were established during the 2015 Campaign against racial inequities. The fight continues against these inequities with the 1st phase of the Next Steps 4 Justice Initiative. Education, Housing, and the Criminal Justice system plays a major role in the ability of a community to create access and sustain diverse, equitable, and inclusive resources. The recommendations & solutions are data driven and community informed by participation by our citizenry in Dubuque, both from the private and public sectors! RACE is and has been a difficult task to engage. Criticism, whether self or public, can be a detrimental force of good intent yet impact deficient! Let us take this moment in History to reflect, respond, and rejoice knowing our efforts and decisions are based on listening, hearing, and understanding the citizens of Dubuque. We stand with the City of Dubuque as this teachable moment has arrived upon us!

Recommendations:

1. Schedule a separate work session after the goal setting meeting to discuss in further details the recommendations presented.
2. Increase the Citizen Review Board's (DCPRC/DCCRC) power.
3. Implement (if not already done so) an "Early Warnings System" for police, and publicly release regular reports.

4. Relocating of the Police Officer in the housing department to an off-site location to increase service accessibility.
5. Have the Housing & Community Development Director research best practice incentive programs for landlords choosing to accept Housing Choice Vouchers and begin to implement within 3 months.
6. Fully fund a "Bail v. Jail" (Community Service) program and adopt the current covid-19 arrest policy as the norm, post covid-19 restrictions.
7. De-criminalize the use of marijuana in Dubuque.
8. Urge collaboration with County to create a "2nd Chance" program for youth and adults that offers community service and meets training needs.
9. Reduce the amount of lethal rounds available and increase the amount of less-lethal rounds for officers and host a community forum on the "Use of Force" policy to obtain feedback and then make recommendations.
10. Include representatives from minority led organizations in the collective bargaining conversations.
11. Remove the ability for officers to arrest any student in school (excluding instances involving weapons).

Summary:

1. As Council centers their goals around recommendations, the NAACP and the Dubuque community call for action. Understanding that this is a process and there may be differing opinions on recommendations, we need to have transparent workshops that allows for collaboration in order to reach a majority consensus on what moves forward.
2. There are a couple of aspects of a "Community Oversight board" that the community asked for, that already take place. The DCPRC/DCCRC is diverse, and reviews police policy/procedures. The community would like the DCPRC/DCCRC to be able to subpoena, decrease the numbers on the board, keeps records of all complaints filed against officers, release reports on the state of police complaints and review all internal affair investigations and recommend to the Chief to approve or reject the findings.
3. The purpose is to: Decrease the probability that an officer has an adverse interaction with the public and Enable police departments to target limited resources on the officers that most need additional training. De-escalation training needs more attention and an Early Warning System can help add data for budget requests.
4. It has been expressed that the officer who is dedicated to housing has a spot in the office that is in the back, but since it is known that he is there, accessibility to services that the housing department provides, is impeded for those who have law enforcement issues. There is time to find alternatives with COVID not having offices open now.

5. It has gotten to the point where we have not moved forward with the Source of income for close to a decade. Forcing landlords to accept vouchers and participate in something they do not want to participate in, will breed many problems that we would ultimately have to address later down the road. We want what is best for prospective tenants, so we do not want to be the driving force behind them having to deal with a racist landlord or a landlord who is not sympathetic to systemic barriers that lead to the issues that hold people back in housing. It is because of this that we believe an incentive program for landlords is the best option. The incentive program should include various levels of incentives, with more going to landlords making the biggest impact in Dubuque (Ie. Providing housing options in uptown neighborhoods)
6. The community service program that Project Concern once oversaw, helped to mitigate the factors within the criminal justice system that further poverty. With this program funded and in place, judges will have other recourse that to jail citizens because of their inability to pay bail. The NAACP or Fountain of Youth who both do work in the criminal justice realm, could oversee this. The jail has seen a reduction in intake during the pandemic, which means it is not necessary to jail certain criminal activity, so let us keep that spirit.
7. For years Dubuque has been Top 5 (#1 at one point) in the country for disparities in marijuana arrests. A simple way to remedy this quickly is to decriminalize. Workshop levels of marijuana possession and corresponding fines (low level possessions not ticketed), and the capital made from that can be used for an agreed upon cause(s) (ie. Education, restorative justice, mental health services etc.).
8. Grandfather previous offenders in because from an equitable standpoint, these services were not provided prior. An example flowchart was included in the resources below, but a program component (needs assessment, skill building, job training etc.) needs to be incorporated.
9. We believe the "Use of Force" policy is important for community input as this establishes guidelines for police action when interacting with community members, some of which has resulted in deaths across the country. There is allegedly a scarcity of non-lethal weapons and ammunition in the City of Dubuque and so we would like to see some funding shifted to support the increase of non-lethal options. The goal of this is to prevent criminal from causing serious injury (to officer, or someone else), without posing a significant potential of causing death.
10. Across the country, collective bargaining has allowed for officers to elude consequences for less than desirable behaviors (some of which includes actions that led to a death) which often ends in citizens being taxed to cover payouts. Having minority community representation at the table will allow for trust to be built, and these conversations to be well-rounded.

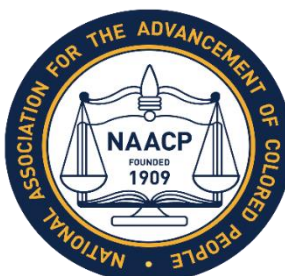
11. Schools have security to handle situations involving students that attend their school. While there are calls to remove SRO's as potential contributing factors to the school-to-prison pipeline, we feel this is a common ground recommendation. The school district should utilize restorative justice practices to handle all situations, but officers only arrest given weapons are involved.

"The greatest mistake of the movement has been trying to organize a sleeping people around specific goals. You have to wake the people up first, then you'll get action." –Malcolm X

Criminal Justice



Housing



About HEART

Housing, Education, and Rehabilitation Training (HEART) is a hands-on learning experience for high school students that helps them achieve their goal of attaining a high school diploma while transforming Dubuque's disconnected neighborhoods.

Through HEART, students learn how to rehabilitate run-down rental units, from the inside out, making them into beautiful homes. Not only do these students lead major community service projects, they receive mentoring, a stipend and savings account, and connections to post-graduation opportunities. Then, completed homes are sold to first-time homeowners and working families. HEART has restored 36 homes and worked on more than 40 other community projects. Over \$1.95 million has been invested into revitalizing downtown Dubuque through HEART.

OUR MISSION

HEART empowers young people to achieve their goals of high school graduation, career training, and connections to post-secondary education.

HEART PARTNERSHIP

- City of Dubuque
- Community Housing Initiatives
- Dubuque Community Schools
- Dupaco Community Credit Union
- Four Mounds Foundation
- Iowa Vocational Rehabilitation Service
- Iowa Workforce Development
- Northeast Iowa Community College
- Transition Alliance Program



Average
Student's Term
1.5 years

Graduation
Rate
91%

36 homes reconstructed
\$1.95 million invested downtown
47 other community projects



Click here to see the latest HEART house restoration at 2243 Central Avenue (pictured above) in Dubuque .

Program Objectives

OVERARCHING GOAL

Students will gain career and life ready skills in order to successfully graduate high school and pursue secondary education or a job as engaged and productive members of a larger community. Here are HEART program objectives:

HEART has impacted my life very much so. It got me a career that I never thought I'd be in to or ever thought I could achieve. It's such a higher state of motivation with myself. I know I can do things now.

-Garrett Welter



Connection

Immersed in small group settings at school, on the job site, and through community building activities/retreats, students will develop a positive support network of peers and adults to help facilitate their personal and career goals.

Coping

Through community building activities, individual goal setting, and authentic work experience with job coaches and Four Mounds staff, students will develop coping mechanisms to deal with frustration, anger, and setbacks due to personal or situational circumstance.

Mindset

Through reflective and collaborative activities, hands-on job training, and introduction to goal setting and tracking methods, students will understand and gain the tools necessary for fostering growth, resulting in future minded thinking patterns.

Financial Literacy

After receiving financial literacy training, students open bank accounts and develop a savings plan for work or educational goals after graduation.

Responsibility

Through activities in the classroom, on the job site, and retreats, students will develop a sense of responsibility for themselves, their peers, and the wider community.

Civic Engagement

Students, through hands on immersion activities in community housing initiatives, will grasp and appreciate the far-reaching impact of the projects they complete and use this knowledge to plan ways they can remain civically engaged after graduation.

If you are interested in participating in the HEART program, complete the application and return to your teacher.



MEET GARRETT...



When Garret came to HEART, he was failing school. He felt he had no choices, and no future. But, after two years in HEART, Garrett developed a new outlook. He graduated school, made plans for going on to college for a training program which upon completion would guarantee him a \$22 per hour wage. Meanwhile, he secured a position in the field. Within a few months, he was promoted multiple times and was given the choice to proceed with the training he planned, or move forward with specialized training through his employer, as an investment in their valued employee. For the first time in a long time, Garrett had options and no longer felt trapped.

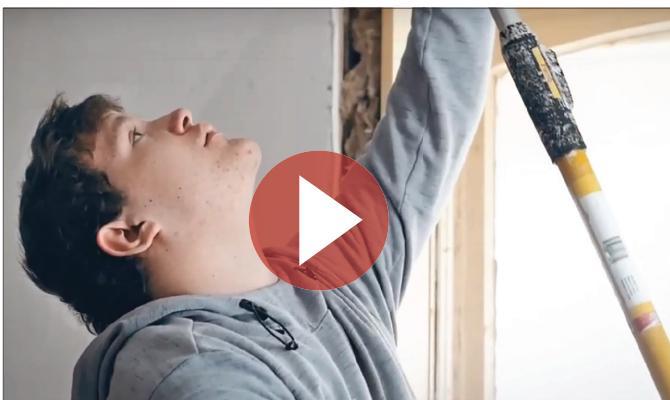
Learning a strong work ethic, developing skills, and understanding the value of savings and investment were all skills Garrett developed in the HEART program. They turned him from an adolescent that couldn't see a way forward, to a young man who understands he's in control of his future.



“HEART has impacted my life very much so. It got me a career that I never thought I'd be in to or ever thought I could achieve. It's such a higher state of motivation with myself. I know I can do things now.”

-Garrett Welter

MEET SHAWN...



Shelly Klinkhammer, Shawn's mother, tearfully shared, "Shawn was empowered in HEART. Within one month of starting the HEART Program, I could see visible changes. He liked school, and he would come home and tell me about the things he had learned. Not just school or classroom things, but about carpentry and painting." Today, Shawn is working as a mason at a local construction company. Find out more about Shawn's story.

HEART Graduate Survey Results

100% rated their experience in HEART as very good or excellent.

70% reported that the skills they learned in HEART helped them find a job.

70% stated that being in HEART helped to become better problem solvers.

One student report what they least liked about HEART was that was when school was delayed they didn't get to go to the jobsite.

Other students reported that the hands-on work was engaging and kept them in school.

Preliminary results from a survey sent to all HEART graduates through May 2020.

FOUR MOUNDS' HEART IS GROWING

History

For over 17 years, the HEART (Housing, Education, and Rehabilitation Training) Youth program has worked with students at risk of dropping out of high school. All students in our program have been identified as eligible to receive special education services and have a range of academic, social, or behavioral disabilities.

Through HEART, students are taken out of the classroom and immersed in authentic restoration work in Dubuque's urban core. They rehabilitate distressed rental units from the inside out into single family homes that are sold to first-time homebuyers. Students not only learn valuable, marketable skills associated with carpentry, but also soft skills including communication, collaboration, and they become well rounded, civically engaged citizens. HEART students also receive a diploma, financial savings, and connections and relationships to help them access post-graduation opportunities. Students grow from being predicted to drop out to a 91% graduation rate. This is significant in comparison to the national graduation rate for students with disabilities which hovers around 65%.

HEART students have rehabilitated 36 homes in Dubuque's disconnected neighborhoods and completed more than 50 community service projects—many for City parks or community nonprofits. HEART is proud to have invested \$2 million into Dubuque's urban core.

Award-winning Program

HEART has been lauded for its successful program locally, state-wide, and nationally. These are just a few of the ways in which our team and partners have been honored:

- Audrey Nelson Community Development Achievement Award, National Community Development Association
- Best Residential Development, 1000 Friends of Iowa
- Program of the Year, Iowa County/City Management Association
- Preservation at its Best, Iowa Historic Preservation Alliance
- Enviro-stars, Dubuque Metropolitan Solid Waste Agency
- Many Ken Kringle Preservation Awards, Dubuque Historical Society
- Volunteerism Award, Dubuque Main Street



A 2016 HEART Youth participant works on a house at 2300 Jackson Street, Dubuque.



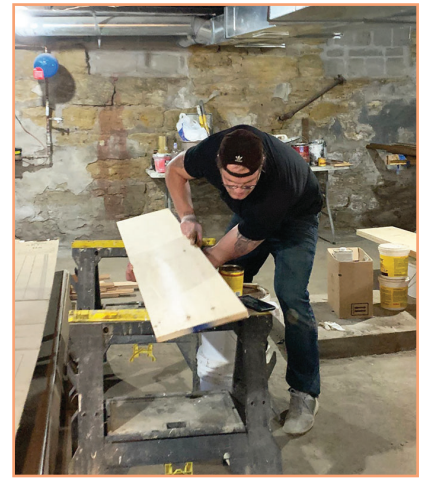
Complete rehabilitation of a home at 2300 Jackson Street, Dubuque by HEART participants in 2016. This home was sold to a family of three—first-time homeowners.

Today

In 2019, Four Mounds HEART program was one of only five recipients of a Google Challenge Grant in Iowa to expand the HEART program to serve at-risk adults.

Because of HEART's successful model and a demand for a skilled workforce in trades, the pilot programming has experienced great success, and we will continue to grow to meet the needs of vulnerable and unemployed community members through shovel-ready projects across Dubuque. From re-entry into society from prison, to re-training unemployed individuals, HEART's hands-on project-based programming is an innovative approach to working with non-traditional learners. The completed work positively impacts community revitalization and economic vibrancy. We partner with organizations to reach vulnerable community members and employ them. These include Fountain of Youth, Iowa Works, NICC, Elm Street Correctional Facility, and more.

To date, we have served 17 adults and have five registered for our next cohort beginning late summer. We have some graduates we could employ on job sites immediately and we are working with community partners to reach out to additional participants.



2020 HEART participant working at 2243 Central Avenue, Dubuque.



Housing, Education, and Rehabilitation Training

HEART YOUTH

HEART BUILD DUBUQUE

Building
Construction
Certificate Program

Transitional
Employment

Covid-19 Response
Community
Programming ^{*new}

TRANSFORMING ONE LIFE AT A TIME

"I came to Four Mounds to complete court ordered community service hours. The staff continued to welcome me and often said they saw potential in me. They noticed things that I didn't know about myself. Before this, I felt like I was just living life in 'repeat' mode. I am motivated and have found a purpose at Four Mounds."

– Justus, 2020 Four Mounds HEART Adult Program participant





Jill Courtney,
Executive Director

A YEAR IN REVIEW

At Four Mounds, we believe that through restoring place, we can restore people. For 33 years, our team has worked with at-risk youth and adults on restoration and community service projects at our historic site and in Dubuque's urban

core. We strive to serve community members who face barriers to success related to poverty, education, and incarceration.

Our mission, to preserve, educate, and serve, comes alive through our innovative partnerships and programs at our site and in the community. We **PRESERVE** the natural, architectural, and historical resources of the Four Mounds estate; **EDUCATE** with hands-on opportunities for youth and unemployed, underserved community members; and **SERVE** through leadership, stewardship, and innovative partnerships.

The estate is owned by the City of Dubuque, although Four Mounds is responsible for all aspects of revenue generation, operations, and programs. We have raised and invested millions to restore and repurpose the estate's 17 structures, as well as the landscape. We transformed 100 acres at Four Mounds from a private, residential site to one that now hosts more than 28,000 visitors a year.

For 17 years, our HEART program (Housing Education and Rehabilitation Training) has successfully served hundreds of at-risk teens. Students are moved from the traditional classroom and instead spend two years rehabilitating distressed rental units into beautiful homes for first-time home buyers. They receive a diploma, trade skills, financial savings, connections to future opportunities, as well as critical mentoring.

The program has a 91% graduation rate and students have rehabilitated 36 homes in disconnected neighborhoods and completed 50+ community service projects.

Every year since the organization was formed in 1987, we continue to grow our reach in the community and enhance the Four Mounds site. And 2019 was no exception. In fact, we are embarking upon an exciting era of growth.



2019 KEY MILESTONES

- We replicated our successful youth HEART program model to serve adults disconnected from the world of work. We partner with NICC, Dupaco Community Credit Union, the City of Dubuque, and more to provide critical mentoring and job training in carpentry, hospitality, office management, and land stewardship.
- There are three pathways: carpentry certificate, credit hours, and training at the Four Mounds site/Inn & Conference Center. All are available to ensure participants can find sustainable employment and wraparound support.
- We welcomed a program manager to expand vocational training and education programs.
- We are working on a multi-year ecological restoration project covering all 100 acres of the site to remove invasive species that were unknowingly planted over 100 years ago. This will restore the site to its natural state.

28,000+ site visitors



200 day campers



24 HEART participants



5 housing projects



FRIENDS OF FOUR MOUNDS

\$99,000 AND UP

Google.org Impact Iowa
Challenge Grant
Resource Enhancement and
Protection (REAP), Iowa DNR

\$10,000 - \$89,999

Dubuque County Board of
Supervisors
Dubuque Racing Association
Historic Resources
Development Program, Iowa
Department of Cultural Affairs
McDonough Foundation
U.S. Fish and Wildlife Service

\$5,000 - \$9,999

John and Mary Gronen
James and Susan Lindsay
MidWestOne Bank
Carolyn Schmid
Variety the Children's Charity

\$2,500 - \$4,999

7G Distributing, LLC
Alliant Energy Foundation
Dupaco Community Credit Union
Home+ Floor Show
Michael and Judith McCoy
MidWestOne Bank
Barbara Stone Potter and
Mark Hogan

\$500 - \$2,499

Ed and Patricia Alt
Tim and Nancy Butler
Community Foundation of
Greater Dubuque
Tim and Christine Conlon
Brian and Michelle Covey
Falb Family Charitable Foundation
Jan Ford and Beth Warner
Geisler Brothers Company
Georgia Pacific Corporation
Joe and Trisha Hearn
John and Regina Brennan
Charitable Fund
Bob and Judy Klauer
James and Nancy Klauer
Klauer Manufacturing
Longshadow Foundation
Mathis Pfohl Foundation

Darryl and Terry Mozena
Old House Enthusiasts Club
Brad and Jillayne Pinchuk
Kenneth and Pamela Rosmann
Mary Schmid
Robert and Donna Wahlert
The Wahlert Foundation
Barbara Woodward
Tom and Char Woodward
Jeff Wyse and Sheila O'Neill
Joseph and Teri Zuccaro

\$1 - \$499

Peter and Cynthia Alt
Scott and Carolyn Arnold
Edwin and Barbara Blinks
Dirk and Michelle Bliss
Mary Rae Bragg
Douglas and Diane Brotherton
Roy and Deborah Buol
Richard and Marlene Burgmeier
Michael and Laura Chapman
James and Lisa Collins
Creative Expression Workshops
Hugh and Carolyn Dalton
Sue Davison
Deery Brothers of Dubuque
Anthony Dietsch and Beth
Wimber Dietsch
Terry and Paula Friedman
Lynn and Cynthia Fuller
Todd and Christi Geisler
Tom and Paula Giese
Ruth Hartig
Alan and Sue Hattel
David and Jane Heiar
Hendricks Feed & Seed Co, Inc.
Herrig Family Charitable
Foundation
Betty Hillary
Michael and Kristen Igo
James Jaacks
Kristine Jubeck
Thomas Hanson and
Patricia Kehoe
Mary Kelley
KannDo
Doris Kivlahan
Joel Davis and Cornelia Lange
Thomas and Kathryn Laubenthal
Scott and Karan Lawlor
William and DeDe Lester
Jon Luckstead
Eric and Linda Lucy

McGraw-Hill Education Helping
Hands Program
Richard and Mary McKay
Marty and Nancy McNamer
Mike McNeely
Milo Mueller
The Metrix Co.
Mountaintop Stoneworks
Sandy Nickel
Rodney Novak
Tim and Mare O'Brien
Pat and Darlene O'Neill
Portzen Construction Inc.
James and Nancy Rhomberg
C. Rommel and Donnelle Fuerste
Thomas and Julianne Rowen
Lou and Lisa Sanboeuf
Ruth Seipp
Donald and Wilma Sanders
Sinsinawa Dominican Sisters
Kim Swift
Target
Ruth Turnis
Karen Vandermillen
Verlo Mattress Factory
Lowell and Marie Ware
David and Amy Weber
Jim and Jane Weber
Kathleen Weber
Francene Weyland
John and Cheryl Whalen
Jack and Cynthea White
Eldon and Gin Wilgenbusch

IN-KIND DONATIONS

7G Distributing, LLC
Accessorize Me
Christopher and Jennifer Andress
Lyndal Anthony and Joni
Overhouse
B&V Painting
Bell Tower Theater
Betty Jane Candies
Body & Soul
Boetje Foods Inc.
Robin Bourgeois
Steve and Cindy Braden
Butts Florist
C. R. Laurence
Center of I Am
DeSoto House
Dirt Road Darlings
Dittmer Recycling, Inc.
Dubuque Mulch Co.

Embre Eatery and Lounge
 Elizabeth Mary
 Envision
 Bob and Nancy Felderman
 Fig Leaf
 Vivian Force
 Freddie's Popcorn
 Gabby's Gifts
 Richard and Colleen Gitter
 Galena Candle and Bath
 Galena Garlic Company
 Gotta Have It
 Grand Opera House
 Great American Popcorn Co.
 HandPick 4U
 HJ Emporium
 Java Momma Coffee & Pink Zebra
 Justin Rowles Stump Grinding
 La Luna
 Darcy Livingston
 Mayhew Steel Products
 Milroy's Tuxedos
 Milwaukee Tool
 Becky Morgan
 Namaste
 National River Museum
 Natural Touch Massage
 Judy Nauman
 Newborn Brothers Co, Inc
 Lisa Nicholson
 Petals and Primitives
 Phoenix Theatre
 Process Marketing Group
 Red Heels
 Ridge Road Nursery & Landscaping
 Robert Smith Computers
 Root Beer Revelry
 Seed Savers Exchange
 Barb Shafer
 Shannon Siegert
 Spahn & Rose Lumber Co.
 Bart and Rebecca Timmerman
 Ed and Sue Walz
 Thomas and Cinda Welu

VOLUNTEERS

Jennifer Andress
 Lyndal Anthony
 Nick Becker
 Kevin Botsford
 Robin Bourgous
 Melvin Christensen
 Paula Connors
 Kevin Esser
 Robert Felderman
 Kathleen Galluzzo
 Jim Gronen
 Mary Kelley
 Sam Lange
 Rylynn McQuillen
 Becky Morgan
 Judy Nauman
 Erin Neises
 Lisa Nicholson
 Sandy Nickel
 Paul Opperman
 Bill Primasing
 Ruth Seipp
 Barb Shafer
 Shannon Siegert
 Gloria Speth
 Barb Stone Potter
 Jim Swenson
 Rebecca Timmerman
 Nick Thul
 Karen VanderMillen
 Sue Walz
 Erin Weigman
 Tom and Cinda Welu
 Adam White
 Jeremy White
 Stephanie Wolter



1 of only 5

Google.org Impact Iowa
Challenge Grant winners

BOARD OF DIRECTORS



**JOHN
GRONEN**

President
1987

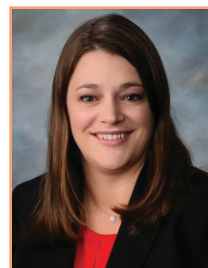
Gronen



**MARY
GRONEN**

Vice President
1995

Gronen



**RENEE
HESSelman**

Treasurer
2008

Honkamp Krueger



**BEN
BARTELS**

At-large Member
2016

University of
Dubuque



**NATALIA
BLASKOVICH**

At-large Member
2019

Reynolds and
Kenline



**DAVID
RESNIK**

City of Dubuque's
Appointed
Representative
2016

Northeast Iowa
School of Music

LIZ ADAMS and JIM GRONEN, Family Appointed Board Members

STAFF



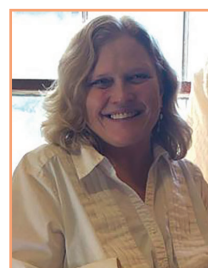
**JILL
COURTNEY**

Executive Director
2018



**BECKY
BODISH**

Program Manager
2019



**MARIE
FITZGERALD**

Inn & Conference
Center Manager
1997



**NATE
PETERSON**

HEART Job Coach &
Site Manager
2019



**JAY
POTTER**

Conservation
Manager
1999



**FAITH
EICHMAN**

Office Manager
2018



Four Mounds Foundation
4900 Peru Road
Dubuque, IA 52001

TO: Michael C. Van Milligen, City Manager

FROM: Becky Bodish, Program Director, Four Mounds Foundation

SUBJECT: HEART and HEART Build Dubuque Program Update and Vision

DATE: July 17, 2020

INTRODUCTION

Four Mounds Program Director Becky Bodish will update the City of Dubuque on the progress of HEART Build Dubuque – Four Mounds Foundation’s adult HEART program model. The program is making significant impact on adults at risk in Dubuque and working to continue to cultivate partnerships in the community, particularly with the Fountain of Youth. Equity is a pillar of our programming and we strive to continue to ensure that we provide critical employment and job training opportunities for our communities of color. As a founding board member of Fountain of Youth, HEART Program Director Becky Bodish has depth of knowledge of the organization, and a working relationship with Caprice Jones. Additionally, Four Mounds and Fountain of Youth share board member Ben Bartels, a Sociology/Criminal Justice professor at University of Dubuque and a defense attorney for some of Dubuque’s most vulnerable people. We believe that continued partnership-building will enable both Fountain of Youth and HEART Build Dubuque to leverage funding opportunities for Dubuque and make greater impact on individuals in our community.

Meetings are scheduled for July between Four Mounds and Fountain of Youth. Plans include initial brainstorming, sharing of curriculum and programming needs regarding facilitation of curriculum goals for both organizations, identifying strengths of each program and development of an MOU that is in the best interest of participants from both organizations.

BACKGROUND – YOUTH HEART

For over 17 years, the HEART (Housing, Education, and Rehabilitation Training) Youth program has worked with students at risk of dropping out of high school. All students in our program have been identified as eligible to receive special education services and have a range of academic, social, or behavioral disabilities. Through HEART, students are taken out of the classroom and immersed in authentic restoration work in Dubuque’s urban core. They rehabilitate distressed properties from the inside out into single family homes that are sold to first-time homebuyers. Students not only learn valuable, marketable skills associated with carpentry, but also soft skills, including communication, and collaboration. They become well rounded, civically engaged residents. HEART students receive a diploma and financial savings. They also develop connections and relationships to help them access post-graduation opportunities. Students grow from being predicted to drop out to a 91% graduation rate. This is significant in comparison to the national graduation rate for students with disabilities which hovers around 65%.

HEART students have rehabilitated 37 homes in Dubuque’s disconnected neighborhoods and completed more than 50 community service projects—many for City parks or community nonprofits. HEART is proud to have invested \$2 million into Dubuque’s urban core.

HEART has been lauded for its successful program locally, state-wide, and nationally. These are few of the ways in which our team and partners have been honored:

- Audrey Nelson Community Development Achievement Award, National Community Development Association
- Best Residential Development, 1000 Friends of Iowa
- Program of the Year, Iowa County/City Management Association
- Preservation at its Best, Iowa Historic Preservation Alliance
- Enviro-stars, Dubuque Metropolitan Solid Waste Agency
- Many Ken Kringle Preservation Awards, Dubuque Historical Society
- Volunteerism Award, Dubuque Main Street

YOUTH PROGRAM UPDATE

We recently began an outreach to HEART graduates from the past decade. Though this has proved challenging, it is yielding positive results. Our initial outreach has resulted in a “HEART Graduate Connection” Facebook page in partnership with DCSD staff, NICC, IVRS staff, and Four Mounds. We are seeing the group grow as students and our partners reach out to past participants. The Facebook platform will be used for keeping graduates connected to employment and educational opportunities. Additionally, we used the platform to initiate a survey assessing the impact of their time in HEART and have some really positive preliminary results.

Of students that have reported to date:

- 100% report that their time in HEART was a valuable experience
- 50% said the skills they learned in HEART helped them find employment
- 80% of students reporting said they learned valuable life skills in HEART that they use at home or work daily

Areas indicating a more intense focus in the upcoming year:

- 60% of graduates reported their time in HEART helped them develop collaboration skills
- 30% of graduates report more effective communication skills as a result of their time in the program
- 60% of graduates said HEART is the reason they graduated from high school

DISCUSSION – PROGRAM GROWTH

In 2019, Four Mounds HEART program was one of only five recipients of a Google Challenge Grant in Iowa to expand the HEART program to serve adults at risk. Because of HEART’s successful model and a demand for a skilled workforce in trades, the pilot programming has experienced great success, and we continue to grow to meet the needs of vulnerable and unemployed community members through shovel-ready projects across Dubuque. From re-entry to re-training unemployed individuals, HEART’s hands-on project-based programming is an innovative approach to working with non-traditional learners. The completed work positively impacts community revitalization and economic vibrancy. We partner with organizations to reach community members and employ them. These include Fountain of Youth, Iowa Works, NICC, and Elm Street Correctional Facility. To date, we have served 18 adults and have five registered for our next cohort beginning late summer. We have some graduates we could employ on job sites immediately, and we are working with community partners to reach out to additional participants.

Our adult program pilot began in the fall of 2019 with two construction pathways. We added a transitional employment pathway based on an observed need while working with individuals completing community hours at Four Mounds – the pathway continues to evolve. The following is a demographic summary and the capacity in which they are being served:

- 18 total participants since August (15 in carpentry pathways, 3 on transitional pathway, 2 in both)
- 22% female, 88% male
- 45% African American
- 45% Caucasian
- 5% Pacific Islander
- 5% Native American
- 22% are single parents
- 89% live at or below the poverty level
- 66% have been incarcerated or have criminal records
- 72% carpentry certificate pathway
- 27% transitional employment pathway
- 5% carpentry credit pathway

Currently, Build Dubuque participants are working on the fourth City property since August 2019 and will soon be taking on a fifth project. The first two projects Build Dubuque participants completed were 2601 and 2601 ½ Jackson Street. These units have been allocated for the relocation of families having lead abatement completed on their homes. Having a clean and safe place for residents is essential to the lead abatement program and we are pleased to have been a part in this. Additional work sites include 2247 Central which will transition to a Youth HEART project this fall and 351 East 15th street which will remain a Build Dubuque project and is anticipated to take one year to complete.

Two graduates from the Certificate Pathway have recently shifted to the Transitional Employment Pathway, learning woodworking skills, working on the grounds and in the Inn & Conference Center, gardening, and are participating in a leadership course as a result of our newly developed partnership with Clarke. Also, they participated in a window restoration workshop on-site and will be restoring windows at Four Mounds.

What We Learned:

Food is a significant barrier on all three pathways and has been addressed. Meals and snacks are now being provided on the job site.

We need to extend hands-on experience to ensure participants are ready to be employed. We are working with NICC to address this concern.

During our adult program pilot, which began in the fall of 2019, we learned that brain health is a significant barrier that we are not equipped to handle without support of partners. We are pleased with the progress we are making to thoughtfully address this need. We are currently working with Psychology faculty at Clarke University in planning emotional intelligence yearly retreats for participants to address subjects like positive self-talk, resilience building, developing a growth mindset, brain health, physical health, and nutrition.

In addition to supplementing our curriculum with retreats, we are working with faculty from the Clarke social work department. Current discussions include staff professional development in preparedness regarding brain health needs of our participants. Additionally, we are implementing an internship (460-hour placement) for a Master of Social Work (MSW) student at Four Mounds. MSW interns will be able to work one-to-one with participants, provide therapeutic sessions and crisis management if necessary. Also, they work directly with our Program Manager on curriculum development for the Transitional Employment Pathway to ensure adequate measures are in place to meet participants' brain health needs.

Vision/Goals:

Increase number of participants on transitional pathway by developing and fostering community partnerships

Expand Carpentry Pathway to add hours to the certificate pathway so participants are better Prepared to enter the workforce

Open a business to promote sustainability; some possibilities include a window restoration business and/or home repairs employing graduates from the program

To achieve all three vision/goals, Four Mounds will need an additional full-time job coach on-site for specialized training and we will need a second job coach working on North End properties in partnership with NICC and the City of Dubuque. Additionally, we need to secure increased funding for stipend support for adults on all of our pathways.

ALIGNMENT WITH CITY GOALS & PRIORITIES

Four Mounds HEART Build Dubuque Program advances key City Goals and Priorities. In addition to being a high priority on the Policy Agenda, our work aligns with the following goals:

Robust Local Economy: Diverse Businesses and Jobs with Economic Prosperity

HEART Build Dubuque is building workforce development and economic vibrancy through restoration projects that revitalize and invest in our urban core. The project is positively impacting downtown economic prosperity and creating jobs and opportunities for adults who are unemployed, underemployed, and who have been incarcerated, through holistic education and hands-on training in historic restoration trades and more.

Vibrant Community: Healthy & Safe

Four Mounds HEART Build Dubuque contributes to a vibrant community. Our team holistically and individually addresses participants' needs from food and transportation, to brain health, and life skills mentoring. Projects completed in Dubuque's downtown invest in dilapidated buildings and neglected neighborhoods. These projects build neighborhood and community pride which translates into further investment and safe neighborhoods.

Livable Neighborhoods & Housing: Great Place to Live

HEART Build Dubuque is transforming distressed properties and buildings into homes typically sold to first-time homebuyers. Because of the addition of our adult program, our teams are working on four homes simultaneously in partnership with the City and soon will begin our fifth project in one year.

Sustainable Environment: Preserving and Enhancing Natural Resources

As the last remaining intact gentleman's farm in Iowa, and with 100 acres of rare natural resources, Four Mounds is dedicated to preserving and enhancing the natural resources at the site. In the past year, we have hosted a summit with Native American/Indigenous People to ensure the protection of prehistoric burial mounds. Additionally, our HEART Build Dubuque transitional pathway program trains participants at the site in ecological restoration, work on the gardens and trails, and more.

Partnership for a Better Dubuque: Building Our Community that Viable, Livable, and Equitable

By working to recruit and attract community members who are frequently underserved, the HEART Build Dubuque program is a critical partner in building equity in Dubuque. We continue to strive to partner to serve more people and enhance our program.

IMAGINE DUBUQUE

As a key partner in enacting the Imagine Dubuque Comprehensive Plan, HEART Build Dubuque Program Director Becky Bodish will serve as a Coordinator for the plan under the Social + Cultural Vibrancy category with a focus on expanding programming to train additional local workers in preservation-related building trades under Green Buildings and Historic Preservation.

CONCLUSION

We have exceeded our goals for our first-year pilot in adult programming. We began with the intent of serving 18 adults in the first year. We have served 20 adults to date and have 5 registered for our next cohort beginning in August. We have maintained momentum even through new restrictions in place due to COVID-19 and are seeing lives transformed. We could not do what we do without the support and partnership of the city. Thank you for your support and advocacy on behalf of Four Mounds.

Transitional Employment at Four Mounds



Mikaila cutting glass during window restoration training at Four Mounds.



Liz cutting glass during window restoration training at Four Mounds.



Liz and Mikaila learning to sand, prime, and paint tables at Four Mounds.



BLACK LIVES MATTER: **DIVERSITY, EQUITY &** **INCLUSION WORK** **SESSION**

Part 1: July 27, 2020. 6:30 pm

Part 2: July 28, 2020. 6:30 pm



What happened with George Floyd's life could have been my life, or the lives of my son or my 6-year-old grandson. If present-day white America remains tone deaf to the cries from the black community, the America of tomorrow will be in the same place as we are at today. I fear for my children as any parent would. I want white America to fear that plausible reality with me today, and speak up in unison with the black community and add their voice and sense of outrage.

**"MORE WHITE VOICES WOULD HELP
BRING RACIAL EQUALITY"**

-Gerald Smith letter to the editor, Telegraph
Herald, 6/11/20





"I moved to Dubuque when I was 16, and never felt the city was that inclusive. When I was a sophomore at Dubuque Senior a substitute teacher read my name for attendance then said "oh, Iranian? Are you going to bomb the country?" Because of my last name. I was stunned, I went to the vice principal and she handled the situation. But prior to that none of my classmates knew that my last name was Iranian (I am Caucasian and don't look Iranian, but that shouldn't matter). I joined the Navy to get away from that mentality.

This mural is absolutely beautiful and makes me proud to have lived there. I will be moving back to help my family soon and this makes me much more comfortable and less apprehensive. I currently live in Dallas and have shown some of my friends this incredible mural and they love it and want to visit. You're likely going to get emails from folks that don't understand or are blinded by what they've been taught. I hope the mural stays for years to come because it is truly wonderful.

As a veteran the semicolon was the part that really touched my heart, 22 veterans are lost per day to suicide, the semicolon is something many of us that battle suicide have tattooed on us. The semicolon reminds us that our story isn't over. This mural speaks to everyone."



AGENDA

1. History of Work in Dubuque
 1. City of Dubuque
 2. Inclusive Dubuque
2. Current State:
 1. Key Performance Indicators
 2. Hearing from our Partners
 3. City of Dubuque Efforts
3. Next Steps & Discussion



Summary of Speakers:



PAUSE



*for
questions*



“Power is the ability not just to tell the story of another person, but to make it the definitive story of that person ... Start the story with the arrows of the Native Americans, and not with the arrival of the British, and you have an entirely different story.”

Chimamanda Ngozi Adiche



2004 – 2012: INTERCULTURAL COMPETENCY



Community Task
Force



One Ummah
Consulting



Assessment and
Recommendations



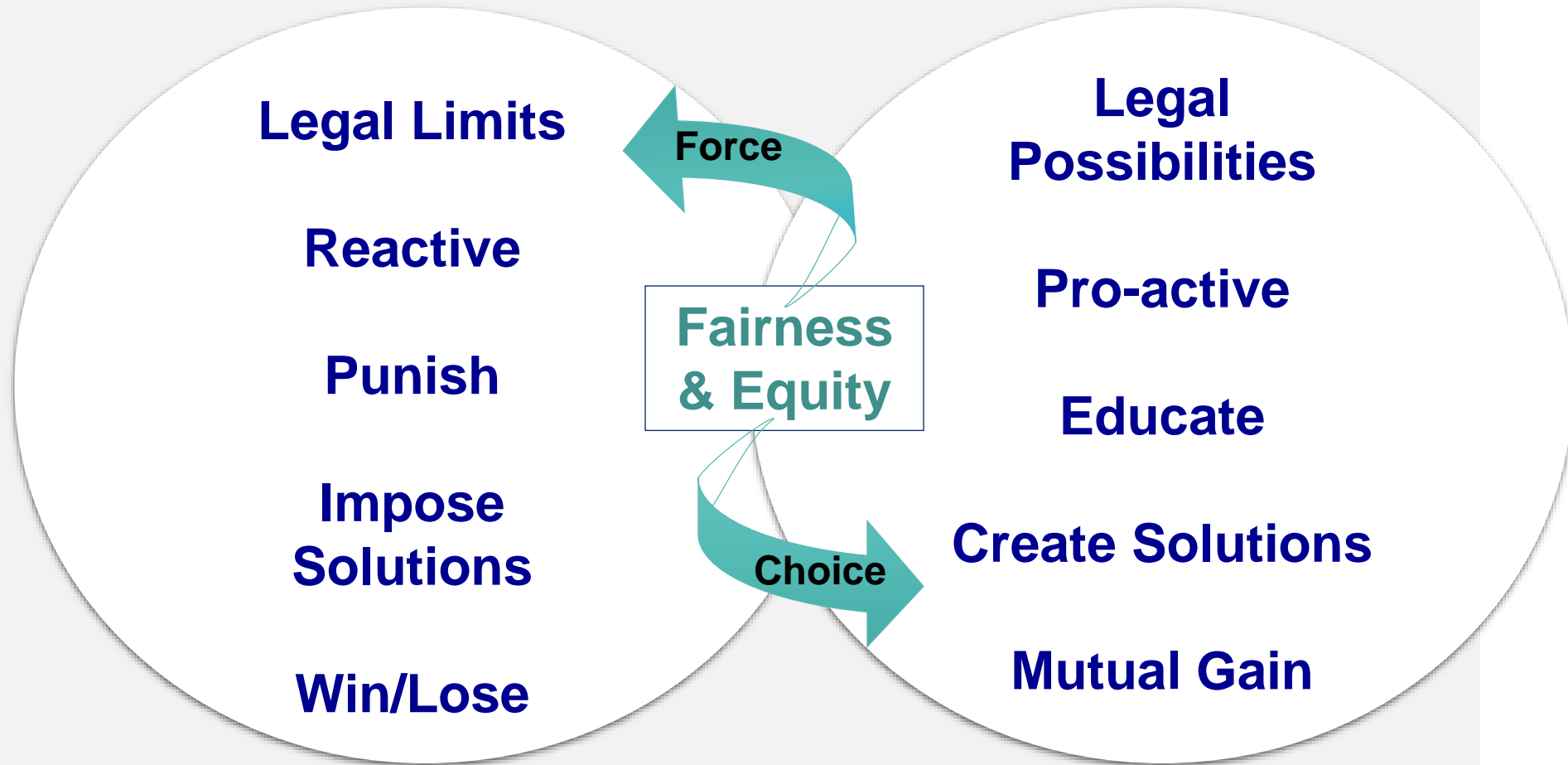
Initial Training
Sessions



Internal Steering and
Training Teams



SHIFT: COMPLIANCE AND COMMITMENT



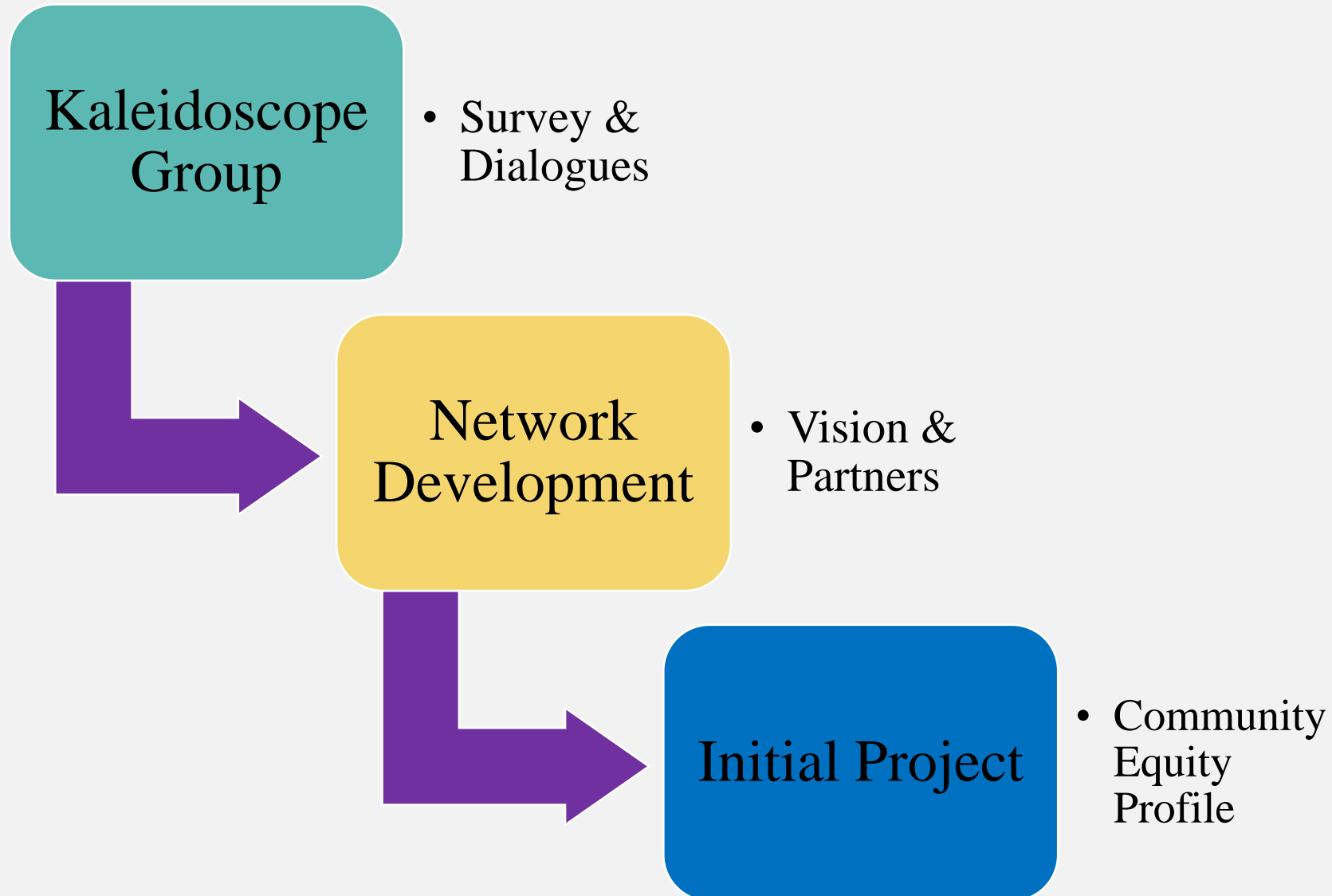
INTERCULTURAL COMPETENCY:

- City Workforce
 - Coordinator
 - NeoGov
 - Domestic Partner Benefits
 - Police Hiring
 - Orientation
 - Criminal history removed

MAJOR ACCOMPLISHMENTS

- City Services/Community Engagement
 - Translations
 - Language Line training
 - Lunch and learns
 - Police Community Dialogue on Race

2012 – 2015:



2014 – 2015:

**INCLUSIVE
DUBUQUE:**

**COMMUNITY
EQUITY PROFILE**





LOCAL AND REGIONAL GOVERNMENT ALLIANCE ON **RACE & EQUITY**

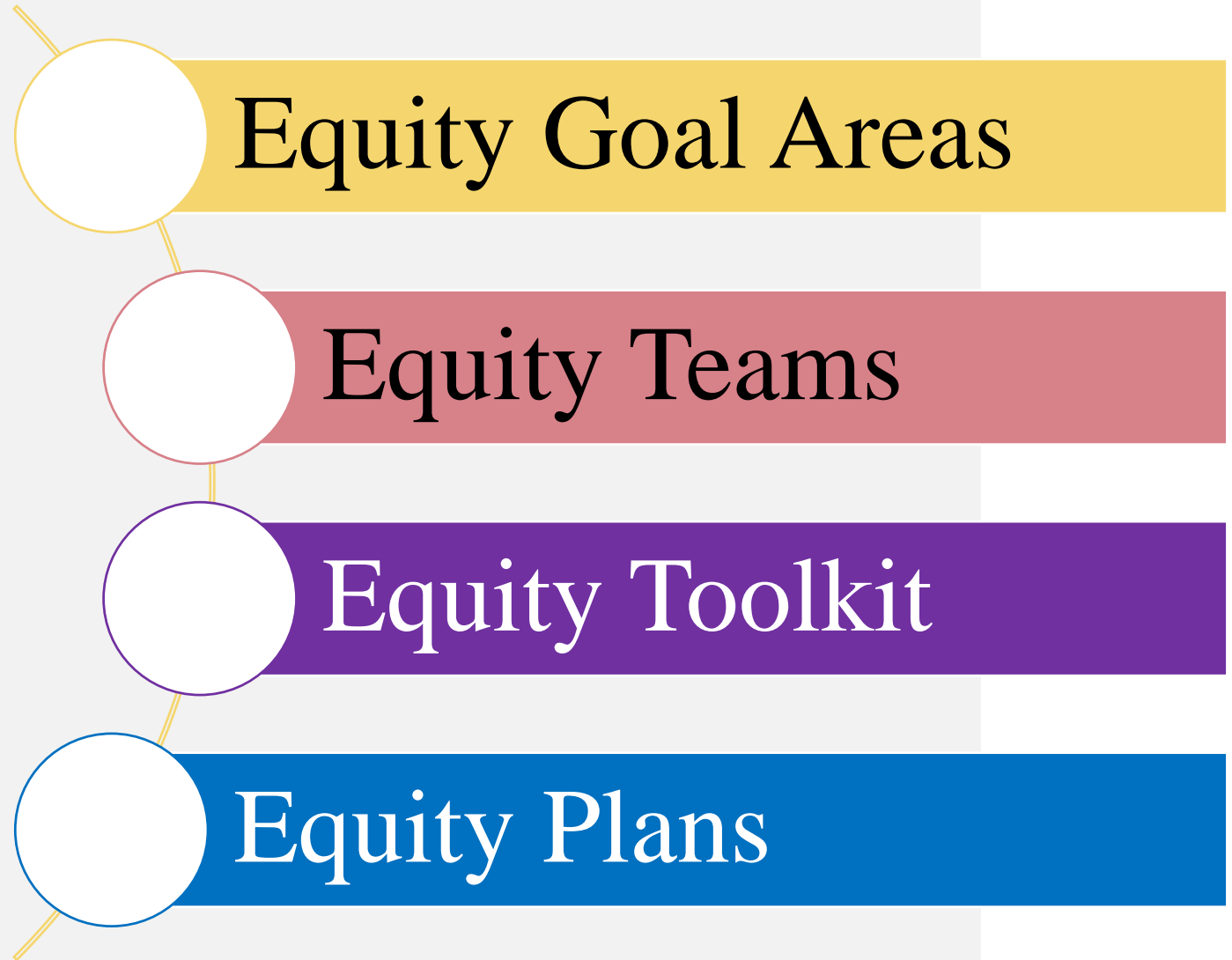


2014 – 2015

- Initial cohort
- Past work highlighted
- Government practitioners

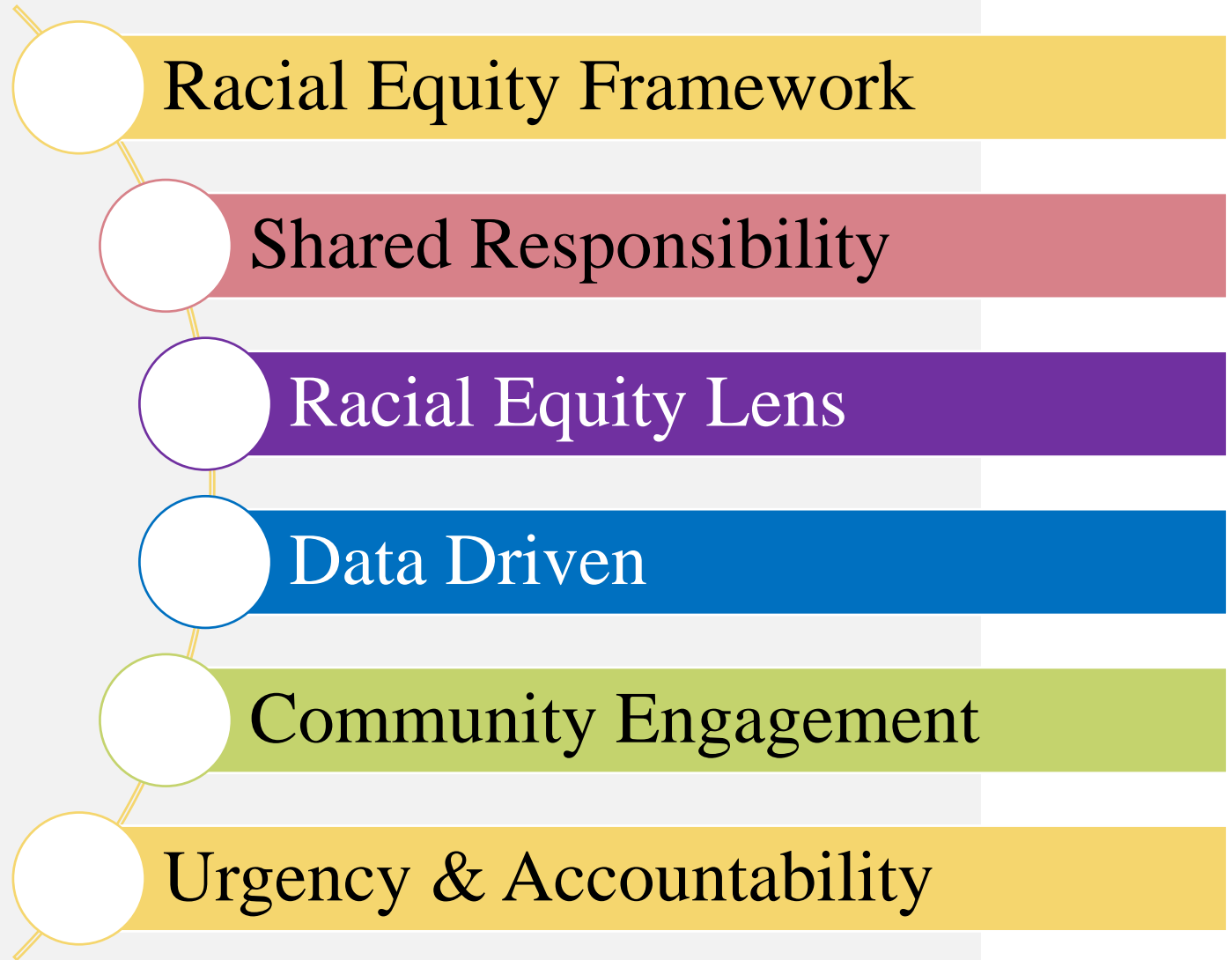
2016 – 2019:

**ADVANCING
RACIAL EQUITY**

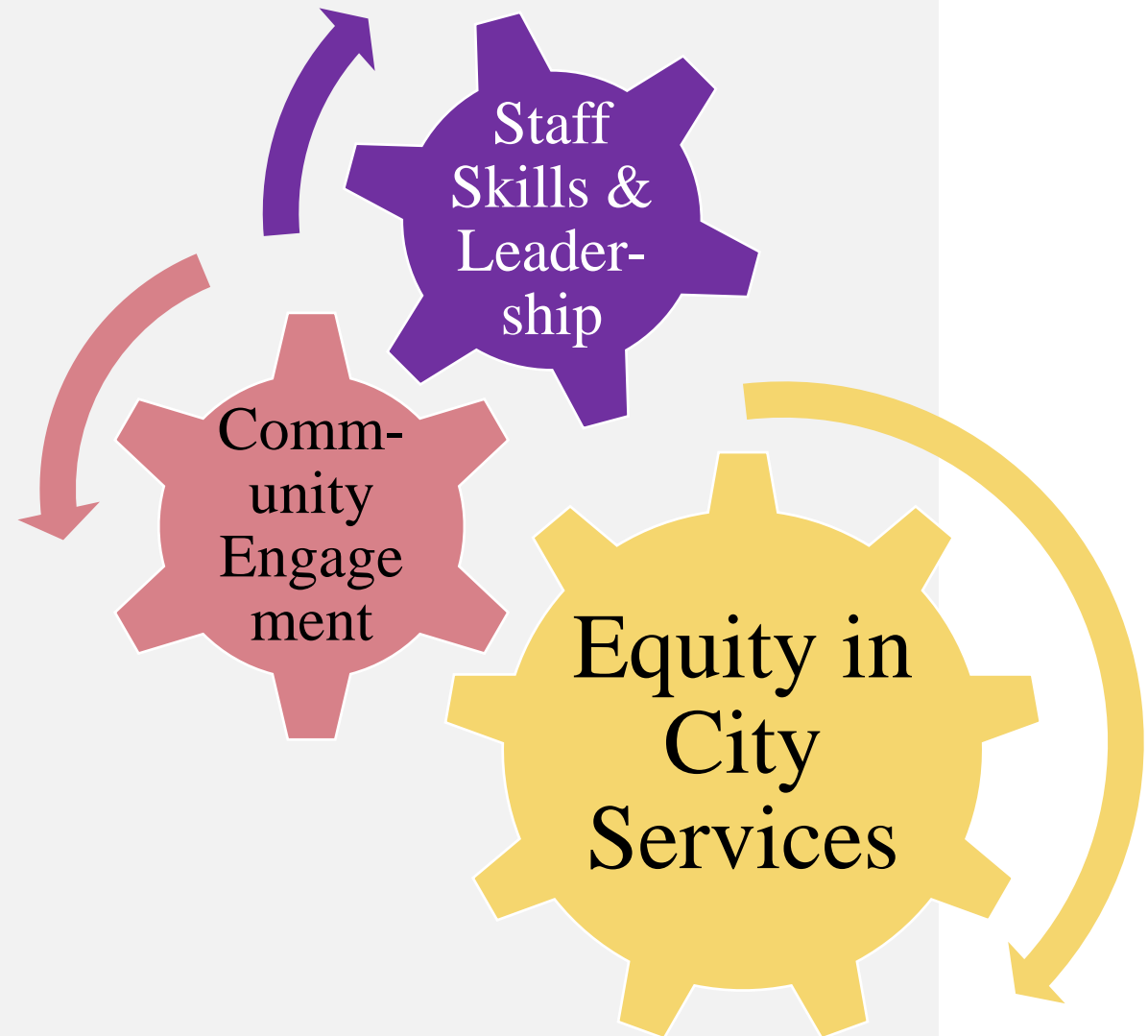


2016 – 2019:

**ADVANCING
RACIAL EQUITY**



MAJOR ACCOMPLISHMENTS



ADDITIONAL ACCOMPLISHMENTS

- Director of Human Resources Shelley Stickfort
- Housing & Community Development Director Alexis Steger
- Organizational Equity Coordinator Collins Eboh
- Police Chief Mark Dalsing
- Economic Development Director Jill Connors
- Assistant City Manager Teri Goodman
- Arts Coordinator Jenni Petersen-Brant
- Airport Manager Todd Dalsing

ONE POSSIBILITY FOR A NEXT STEP

Racial Equity Action Plan:

- Co-created with community
- Root cause analysis around local racial disparities
- Actions for individual residents, anchor institutions, government policy and practice
- Quantitative and qualitative tool to measure progress on an ongoing basis



“I would encourage each of you, when you look at racial disparities, to see not what’s wrong with people, but what’s wrong with policies.”

Ibram X. Kendi



A large, irregular teal splash graphic on the left side of the slide, with a rough, ink-like edge. The text 'CITY HUMAN RESOURCES DEVELOPMENT' is written in white, bold, sans-serif capital letters across the middle of the splash.

CITY HUMAN RESOURCES DEVELOPMENT

- **December 1, 2019 the Strategic Workforce Equity Coordinator (SWECE) position transitioned from Human Rights to Human Resources** (This position was first added and filled in 2009 within Human Rights)
- Finalized a standardized, objective, consistent recruitment, posting, application, screening, interviewing, and offer process (rolled out in early December and fully implemented January 2020)
- SWECE reviewed Fire and Police recruitment processes and recommended changes.
- Initial Screening of candidates/applicants is done by SWECE
- All interview questions are pre-screened by SWECE

A large, irregular teal splash graphic on the left side of the slide, with a rough, ink-like edge. The text 'CITY HUMAN RESOURCES DEVELOPMENT' is written in white, bold, sans-serif capital letters across the center of the splash.

CITY HUMAN RESOURCES DEVELOPMENT

- **Human Resources Practice and Policy Changes**
 - Ban the Box (2018)
 - All on-line application process (2019)
 - NeoGov applicant tracking system – increased utilization of system (2011-2020)
 - Domestic Partner Benefits added for staff (2008)
 - 12 weeks Paid Parental Leave Benefit added (2019)
 - Flexible Work Arrangement policy implemented (2020)
 - Formalized complaint mechanism and investigation procedure implemented (2020)
 - EAP services, resources provided in both Spanish and English (2020)
 - On-boarding checklist and guidance implemented (2020)
 - ADA Accommodations Process and Guidance implemented (2020)
 - Employee Manual – revised/revisions (2020-2021)
 - Reviewed by an internal and an external equity group.

CITY OF DUBUQUE EMPLOYMENT DEMOGRAPHICS

- Leadership Team

| | 2009 | 2013 | 2019 |
|--|------|------|------|
| Female Staff on City Leadership Team | 12 | 25 | 50 |
| Staff of Color on City Leadership Team | 0 | 4 | 8 |

- Department Managers

| | 2009 | | 2013 | | 2019 | |
|--------------------|------|-----|------|-----|------|-----|
| Female Dept Mgrs | 12 | 37% | 25 | 37% | 50 | 61% |
| Dept Mgrs of Color | 0 | 0% | 4 | 4% | 8 | 4% |

MEET THE DEPARTMENT MANAGERS

THE CITY OF
DUBUQUE
Masterpiece on the Mississippi



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If you prefer to not call or e-mail them directly, you
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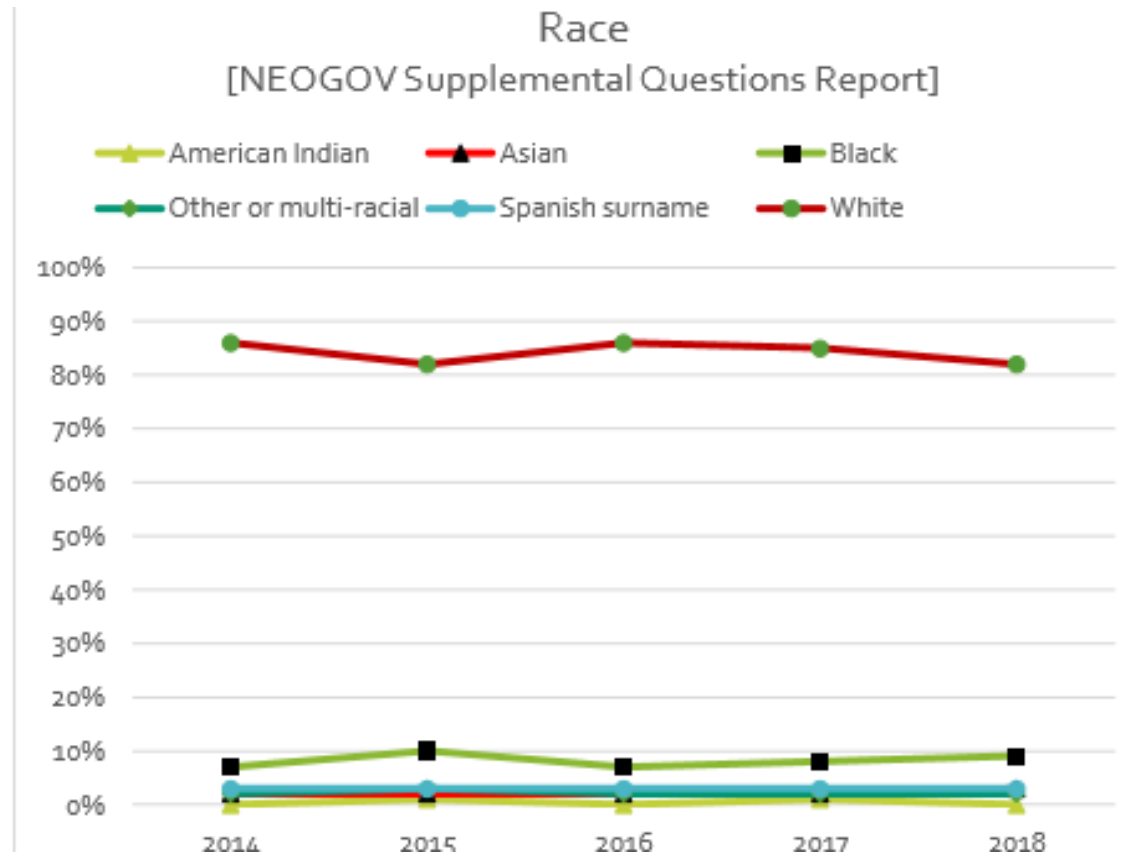
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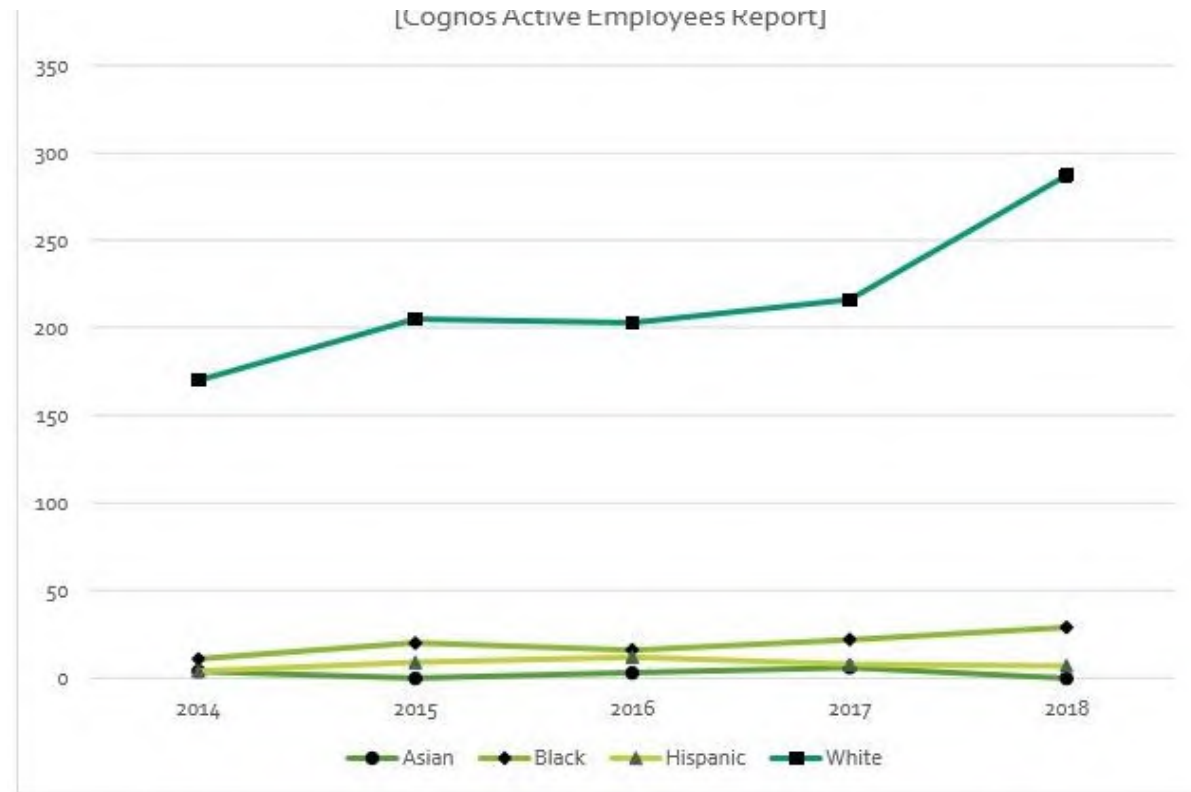
CITY OF DUBUQUE EMPLOYMENT DEMOGRAPHICS

- Employment Applications Disaggregated by Race



CITY OF DUBUQUE EMPLOYMENT DEMOGRAPHICS

- Hires Disaggregated by Race



However, the largest numbers of hires of non-white applicants each year continue to be at the seasonal level.

CITY OF DUBUQUE EMPLOYMENT DEMOGRAPHICS

- Active Employees By Gender

| Active Employees | 2015 | 2018 |
|------------------|--------|--------|
| Men (FT) | 76.11% | 75.19% |
| Women FT | 23.89% | 24.81% |
| | | |
| Men (PT) | 41.38% | 46.54% |
| Women (PT) | 58.62% | 53.46% |

CITY OF DUBUQUE EMPLOYMENT DEMOGRAPHICS

- Active Employees By Race

| | 2015 | 2018 |
|-----------------------------|--------|--------|
| White (FT) | 96.67% | 95.86% |
| Black (FT) | 1.85% | 2.82% |
| Hispanic (FT) | 1.11% | 1.13% |
| American Indian (FT) | 0.19% | 0.19% |
| Asian/Pacific Islander (FT) | 0.19% | 0.00% |
| | | |
| White (PT) | 90.63% | 88.68% |
| Black (PT) | 6.25% | 6.92% |
| Hispanic (PT) | 2.50% | 4.40% |
| American Indian (PT) | 0.00% | 0.00% |
| Asian/Pacific Islander (PT) | 0.63% | 0.00% |

History 2010 - 2020

HOUSING & COMMUNITY DEVELOPMENT



Significant Points in Recent Housing History

- Voluntary Compliance Agreement
- CHANGE Initiative – Alvin Nash
 - Comprehensive Housing Activities for Neighborhood Growth and Enrichment
- Analysis of Impediments to Fair Housing
 - 2015
 - 2019
- Source of Income Committee

Voluntary Compliance Agreement

- HUD Civil Rights Compliance Audit (Section 8) June 20-24, 2011
- HUD Letter of Findings of Noncompliance received June 19, 2013
- Written agreement with HUD, (VCA) 2014

HUD Findings

- The result of these actions creates a disparate impact on African Americans in the administration of Section 8 programs:
 - Improper preference point allotments
 - Elimination of very low income preference
 - Freezing the issuance of vouchers
 - Wait list purge
 - Police officer in Housing & Community Development (H&CD) Department paid by H&CD budget, but not enough budget to continue to issue vouchers.

Fair Housing Education and Training

- Annual three (3) hour training for seven (7) years for:
 - Mayor and City Council
 - Housing Commission
 - Long Range Planning Commission
 - Community Development Advisory Commission
 - Core Group:
 - ✓ Housing & Community Development
 - ✓ Human Rights
 - ✓ Planning & Zoning
 - ✓ Police Department
 - ✓ City Manager's Office
- Conducted Annually since 2014
 - History of Housing
 - Continued Issues Seen Today

Changes

- Removed Local Preference Points
- Effort to increase the use of Housing Choice Vouchers
 - Waiting List Open Every Month
- Update Admin Plan Regularly – Overhaul to Council August 17th
- Police Officer is in plain clothes, not up front, and focuses efforts on building solutions to complex issues in the Community.
- Family Self-Sufficiency Program focus on Participation Increases

Moving the Needle

2011 = 21% of those assisted were African American

2020 = 46% of those assisted are African American

HUD releases the City of the majority of the VCA
Obligations April 10, 2019 for:

- Increasing % of African Americans with Vouchers
- Increasing % of African Americans on the Waitlist
- Community Resource Officer Program helping to diversify the police force
- Overall increasing African American access to City Housing Programs

2016-2022 Total:
\$22.1 million to leverage tens of millions
of dollars in private investments to improve
725 housing units



• **Target Outcomes:**

- Increased Homeownership
- Deconcentration of low-income Housing
- Reduction of number of Households in Poverty
- Increase in Quality, Affordable Housing Stock
- Reduction in Lead Hazards
- Increased Flood Protection

88 New Units Operating

- Applewood IV Senior Apartments (60)
- Marquette Hall (28)



Affordable Unit Creation 2014-2019



36 New Units Taking Applications

•Full Circle Communities Fifteenth St Apartments



Supportive Services

- Benefits Assistance
- Healthcare Referrals
- Socialization Opportunities
- Job Training
- Financial Education
- Tenant Counseling

Affordable Unit Creation 2014-2019



HOMEOWNER PROGRAMS & SERVICES

- First-Time Homebuyer
- Homeowner Rehabilitation
 - OATH
 - Accessibility
 - Home Repair
 - Historic Preservation
- HOME Workshop



Bee Branch Healthy Homes Grant



- \$8.4 Million Grant
- 277 Residential Units Flood Resilient
 - 208 Units Complete
 - 21 Under Construction



Advocate Resource Referral



BEFORE



AFTER



Rehabilitation Partnerships



- Purchase, Rehabilitation and Resale of dilapidated residential structures
 - Affordable Homeownership
 - Responsible Rent-to-Own Program

True North Initiative

Affordable Housing Network, Inc

Community Housing Initiatives

Habitat for Humanity

Four Mounds HEART Program

Four Mounds HEART Program



FOUR MOUNDS

PRESERVE EDUCATE SERVE



- Hands-on Learning for Young Adults
- Career Training
- Rehabilitation of Dilapidated Structures in Dubuque

\$10,000 for City Support in FY 2021

City Supplies Home/Materials for Rehab



2015 Analysis of Impediments Goals



Create Incentives to encourage Affordable Housing Throughout the Community

Progress Made – 425 new units, required acceptance of HCV on Agreements



Change Rental Licensing to Require Disclosure of Willingness to Accept Vouchers

Progress Made – Ordinance Passed



Expand Ordinance to Include Source of Income

SOI Committee

2015 Analysis of Impediments Goals

No Progress

Require City Ordinance or Policy Changes affecting Land Use or Housing be submitted to the Human Rights Commission for Review

No Progress

Amend Ordinance to define criminal offenses and time elapsed that can be used to refuse housing

No Progress

Audit Background check program to ensure landlords are not violating fair housing laws

Limited Progress

Establish a Testing Program in the City

SOURCE OF INCOME ORDINANCE REVIEW

- December 2014, City Council approved formation of Source of Income Committee
 - Members consisted of: City Boards & Commissions, Dubuque Area Landlords Association, Dubuque Chapter of NAACP and City Staff
- 2-year study commenced
- Final Report Submitted February 2017



City of Dubuque
Source of Income Committee

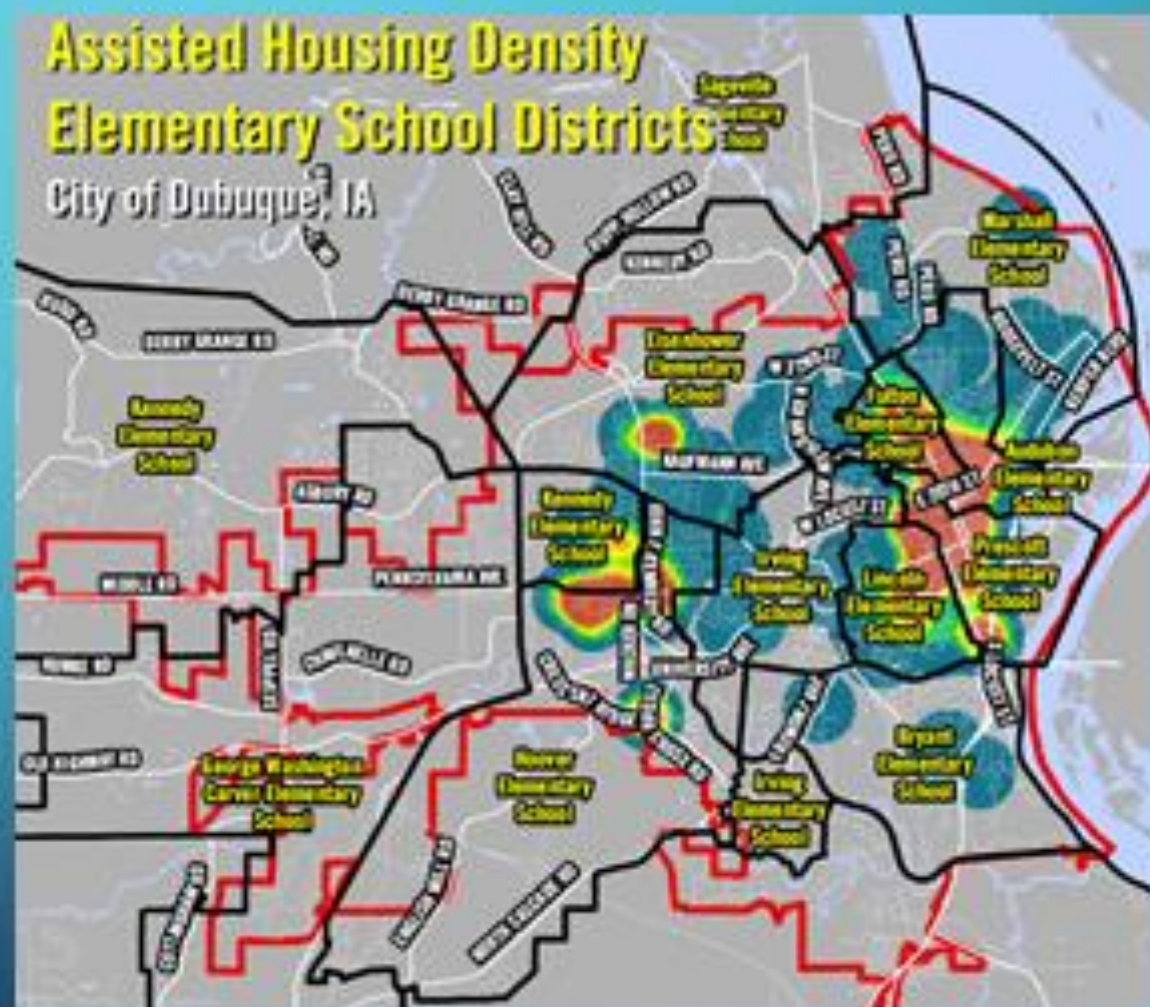
Final Report
February 2017

RECOMMENDATIONS

- Option #4 *Adopt and implement a mix of educational / outreach programs to increase participation in Housing Choice Voucher program.*
- Option #6. *Adopt and implement a mix of financial incentives / policies for creation of Housing Choice Voucher units throughout community.*

LOCATION OF ASSISTED HOUSING IN SCHOOL DISTRICTS

- Dispersed well over High School and Middle School.
- Elementary School: Two do not have units in their district

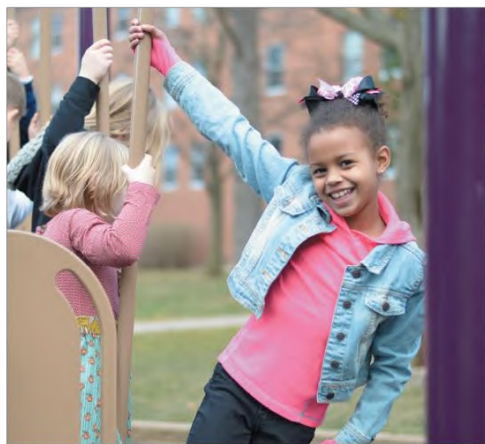




Community Foundation *of Greater Dubuque*

Dubuque City Council Work Session
Diversity, Equity & Inclusion
July 27, 2020





Community Foundation
of Greater Dubuque

The Community Foundation of Greater Dubuque
strengthens communities and inspires giving.

INCLUSIVE dubuque

Connecting People • Strengthening Community

Inclusive Dubuque is a local network of community leaders from faith, labor, education and government committed to supporting an informed, equitable and inclusive community where all people are respected, valued and treated fairly.

Inclusive Dubuque is a peer-learning network that:

- Is a resource for baseline data and information
 - Supports equity learning opportunities
 - Creates and shares equity tools

to support having an informed, equitable and inclusive community where all people feel respected, valued and engaged.

History

- Network formed in 2012 after business leaders noticed challenges related to DEI
- Individuals, neighborhoods and businesses struggling to adapt to changing demographics



Why a Network?



No single organization can address systems change to affect complex issues like:

- Eliminating racism in a community
- Educating the community's children,
- Ensuring a skilled workforce



TRAINING & RESEARCH

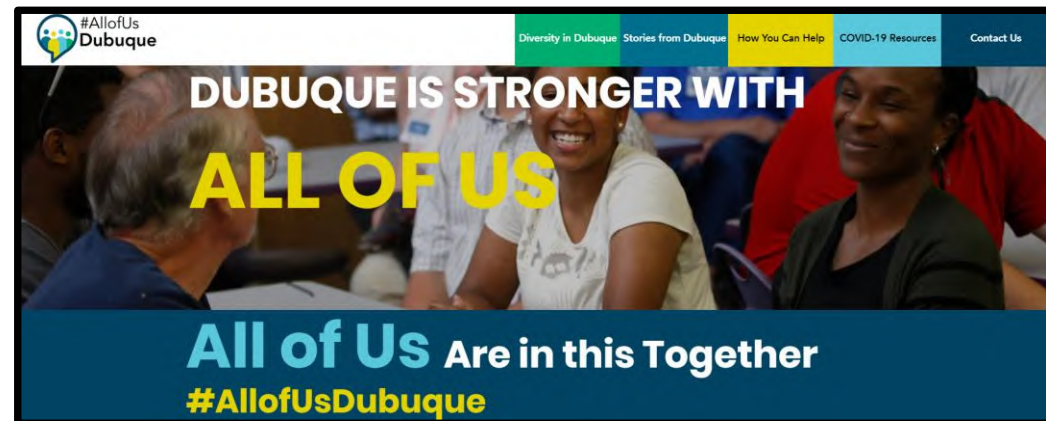
CEO Equity Cohort

Development of a DEI Business Cohort in collaboration with John Deere and GDDC

- C-suite level executives committed to creating more equitable and inclusive organizations
- Panel discussions and guest speakers on equity framework and importance in growing a strong economy and workforce

Immigration Assessment

- Knowledge Management Director to conduct the assessment
- Understand the needs of our immigrant populations, current services available and identify gaps
- #AllofUsDubuque messaging campaign

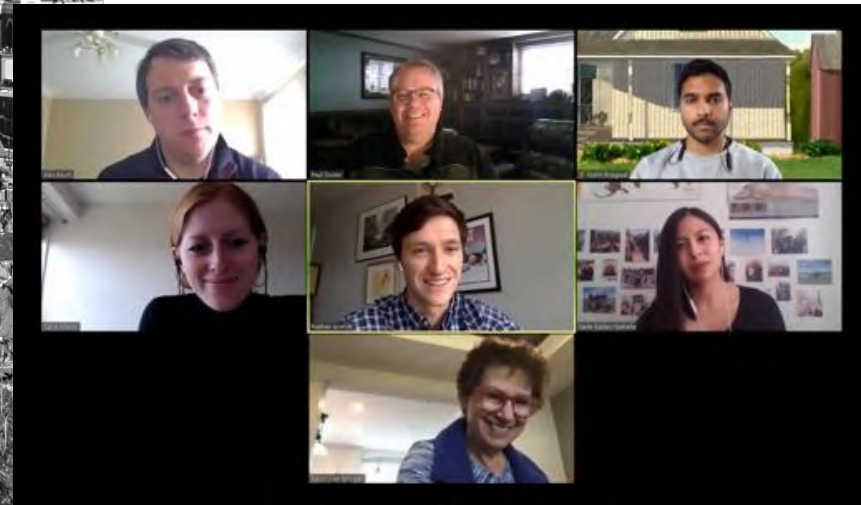


IMMIGRANT EMPLOYMENT IN GREATER DUBUQUE

Workforce Challenges in the
Face of COVID-19
May 2020

Authors

Nathan Arnosti, MIT Department of Urban Studies & Planning
Nikhil Bhagwat, MIT Sloan School of Management, Harvard Kennedy School
Dana Mekler, MIT Sloan School of Management, Harvard Kennedy School
Sade Nabahe, MIT Technology & Policy Program



Best Practices Training

Completed our 3rd year of sponsoring ***Best Practices in Diversity, Equity, and Inclusion***, an 8-session training series

- Over 70 participants from across sectors
- Participants develop action plans to take their learning into their organizations
- A challenge for some of the participants, they don't have the support of the leadership back at the shop

Race Forward Training

Nonprofit Equity and Inclusion Toolkit and Training

- 20 NPO teams attended a six-month Equity/Inclusion training series by Race Forward that included a toolkit on how to operationalize equity in their organization.
- A train the trainer was offered in order to build capacity across our NPO sector.

INCLUSIVE dubuque

Connecting People • Strengthening Community

Nonprofit Strength Builder



An interactive six-session series designed to help NPOs become more effective leaders, enhance capacity for driving change, deepen impact and make organizations more resilient.

Hosted DEI Speakers



Judy Richardson

Dr. Jermaine Davis



INCLUSIVE dubuque

Connecting People • Strengthening Community

Julien Dubuque International Film Festival





COMMUNITY ENGAGEMENT

Community Equity Profile

First delivered in 2016, we will be conducting the 2nd Equity Profile in 2021 in partnership with the City's poverty alleviation study.



- Housing
- Transportation
- Economic Wellbeing
- Education

- Health
- Arts and Culture
- Safe Neighborhoods

INCLUSIVE dubuque

Connecting People • Strengthening Community

Systems Change with an Equity Lens

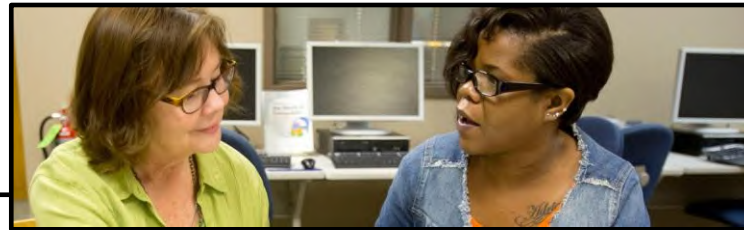


Vision to Learn

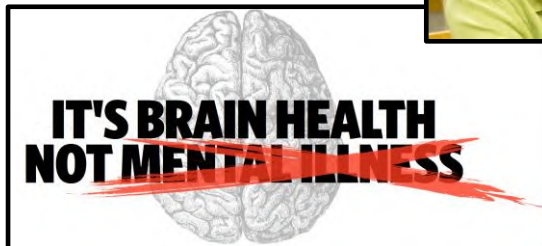
every child | 
Grade Level Reading



Opportunity Dubuque



Reengage Dubuque



Brain Health

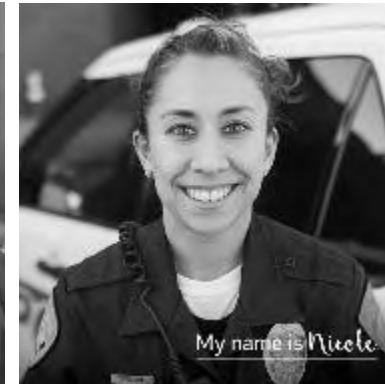


Restorative Strategies

INCLUSIVE dubuque

Connecting People • Strengthening Community

I'm a Dubuquer Campaign



Annual Data Walk

Attendees browsed displays that offered visual representations of data related to key community issues.

The data walk is just one component of a strategy to be a leader in data-informed decision-making.



Neighborhood Engagement

Parent Engagement Sessions at
MFC

Marshallese Students' Cooking
Lessons at Convivium

RE-Engagement Students
meals, tours and potential
internships at Convivium



Neighborhood Engagement



Washington Neighborhood

- Little Free Libraries
- Community Garden,
- Newsletter
- Community Outreach
- Block Captains

Summary of Speakers:

Kelly Larson, Human Rights

Shelley Stickfort, Human Resources

Alexis Steger, Housing & Community Development

Nancy Van Milligen, Community Foundation of Greater Dubuque

A hand is pointing at a rectangular sign that says "PAUSE". The sign is on a dark green chalkboard background.

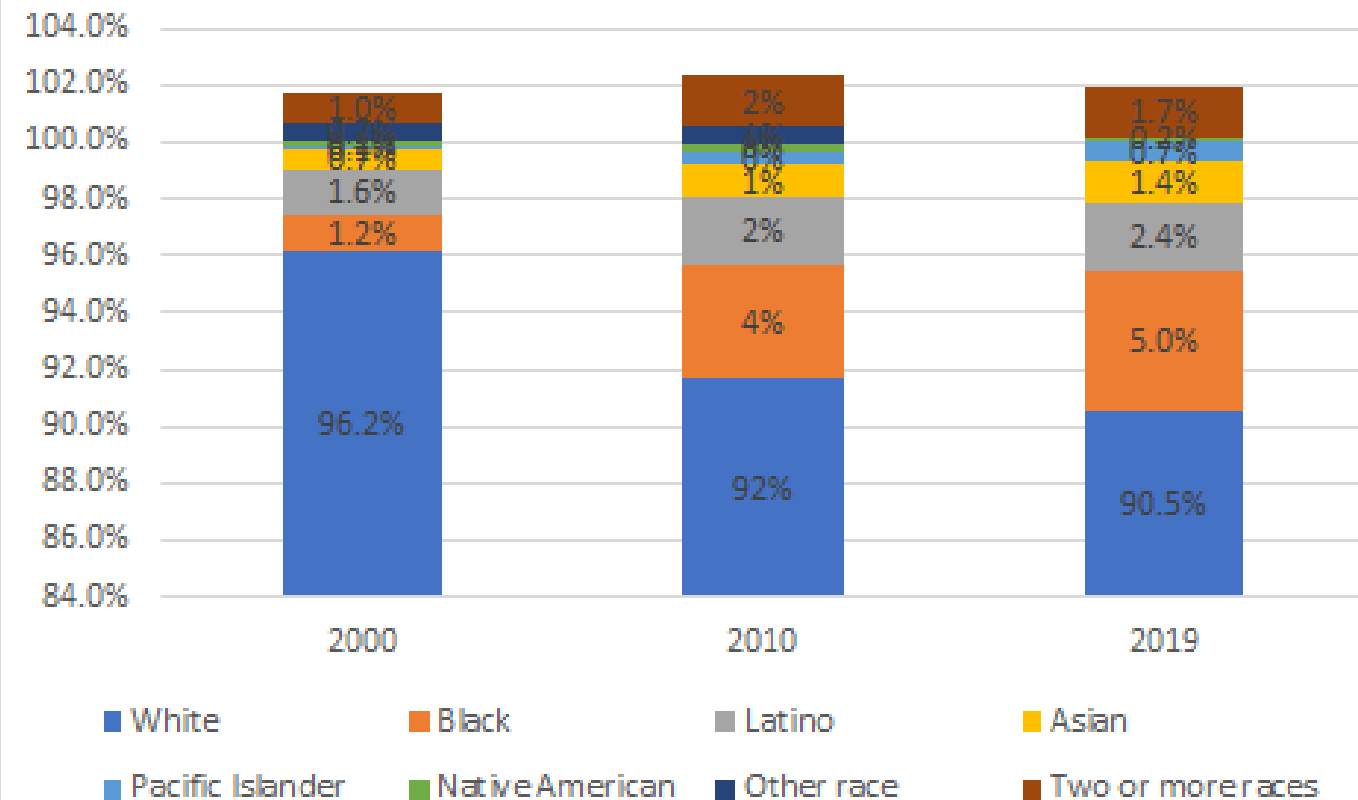
PAUSE

*for
questions*

An abstract, textured background featuring a mix of vibrant colors including red, yellow, green, blue, and purple, resembling a marbled or painted surface. The text 'KEY PERFORMANCE INDICATORS' is overlaid in a bold, white, sans-serif font.

KEY PERFORMANCE INDICATORS

DUBUQUE RACIAL DEMOGRAPHICS



City of Dubuque

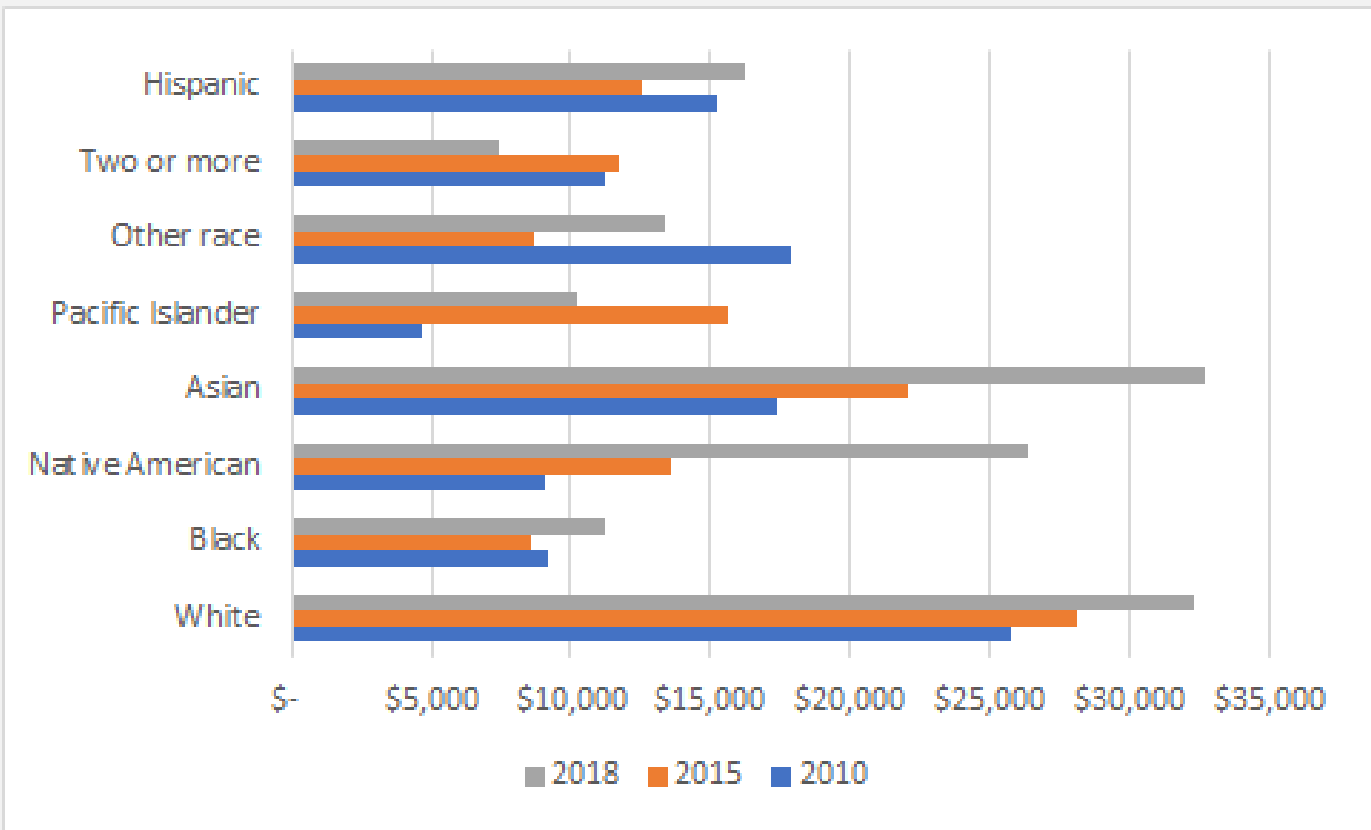
US Census

Percentages may equal more or less than 100% due to the way individuals self-identify.

Median Household Income

Dubuque County

ACS 2018 5-year estimate

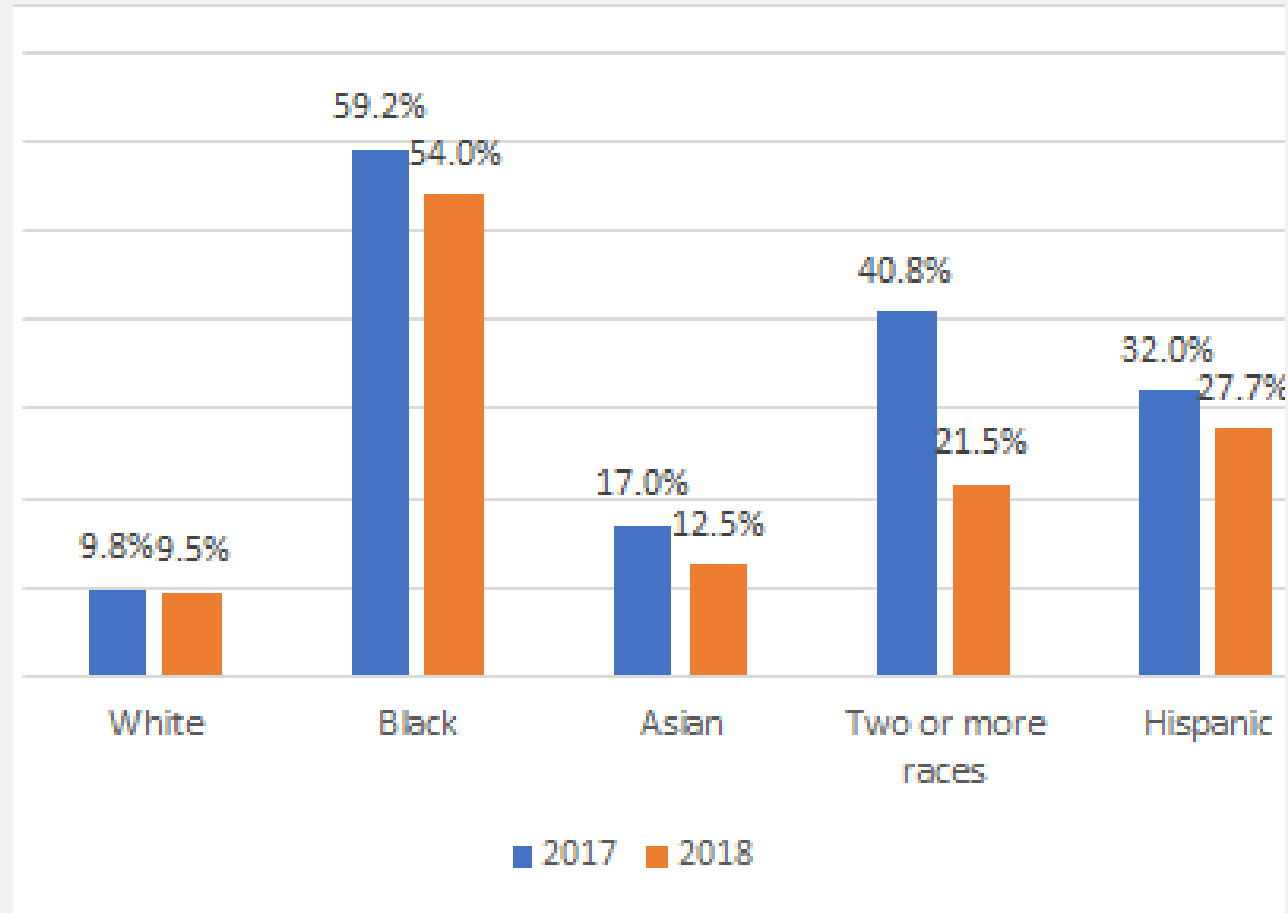


ECONOMIC WELLBEING

Poverty Rate

Dubuque County

ACS 2018 5-year estimate

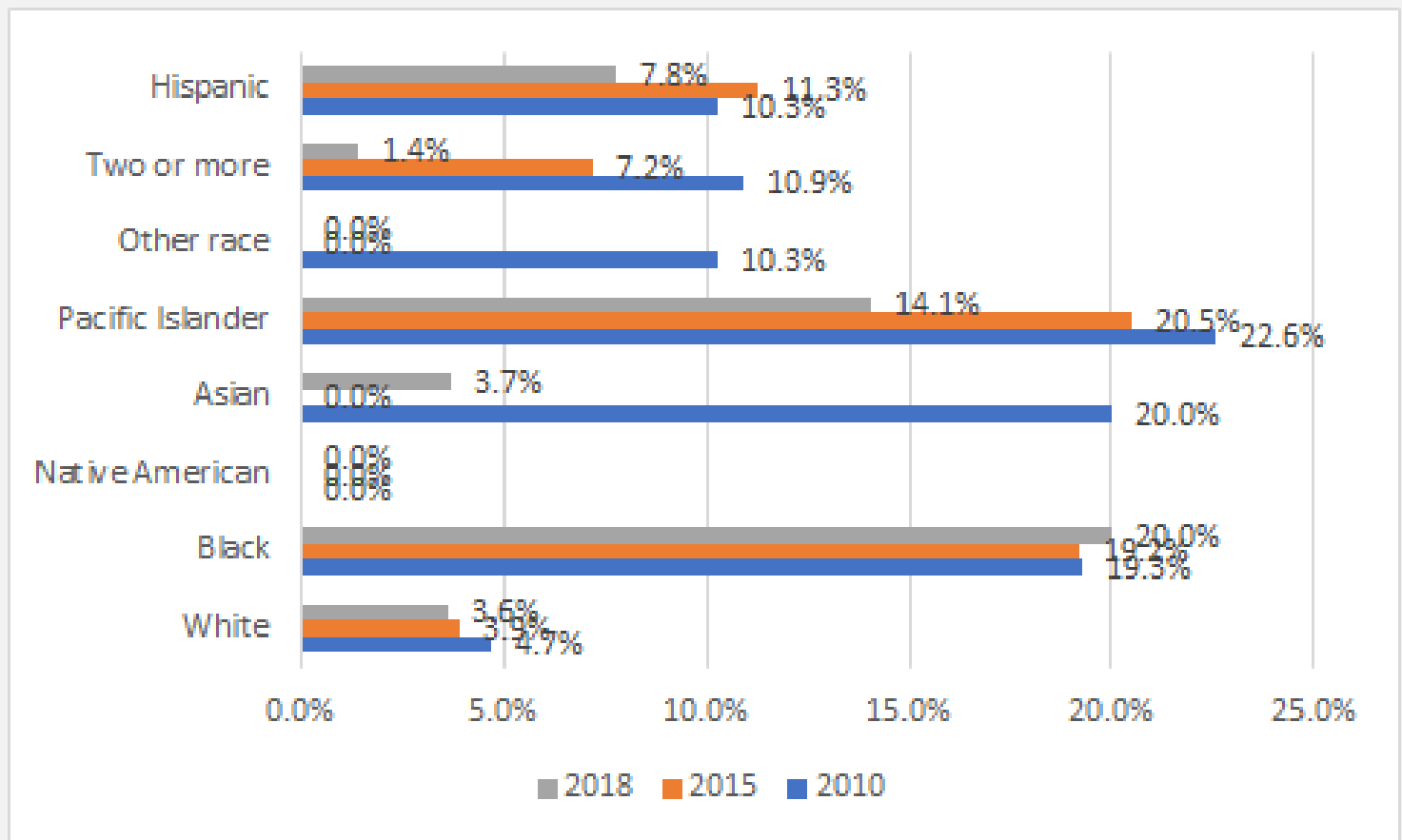


ECONOMIC WELLBEING

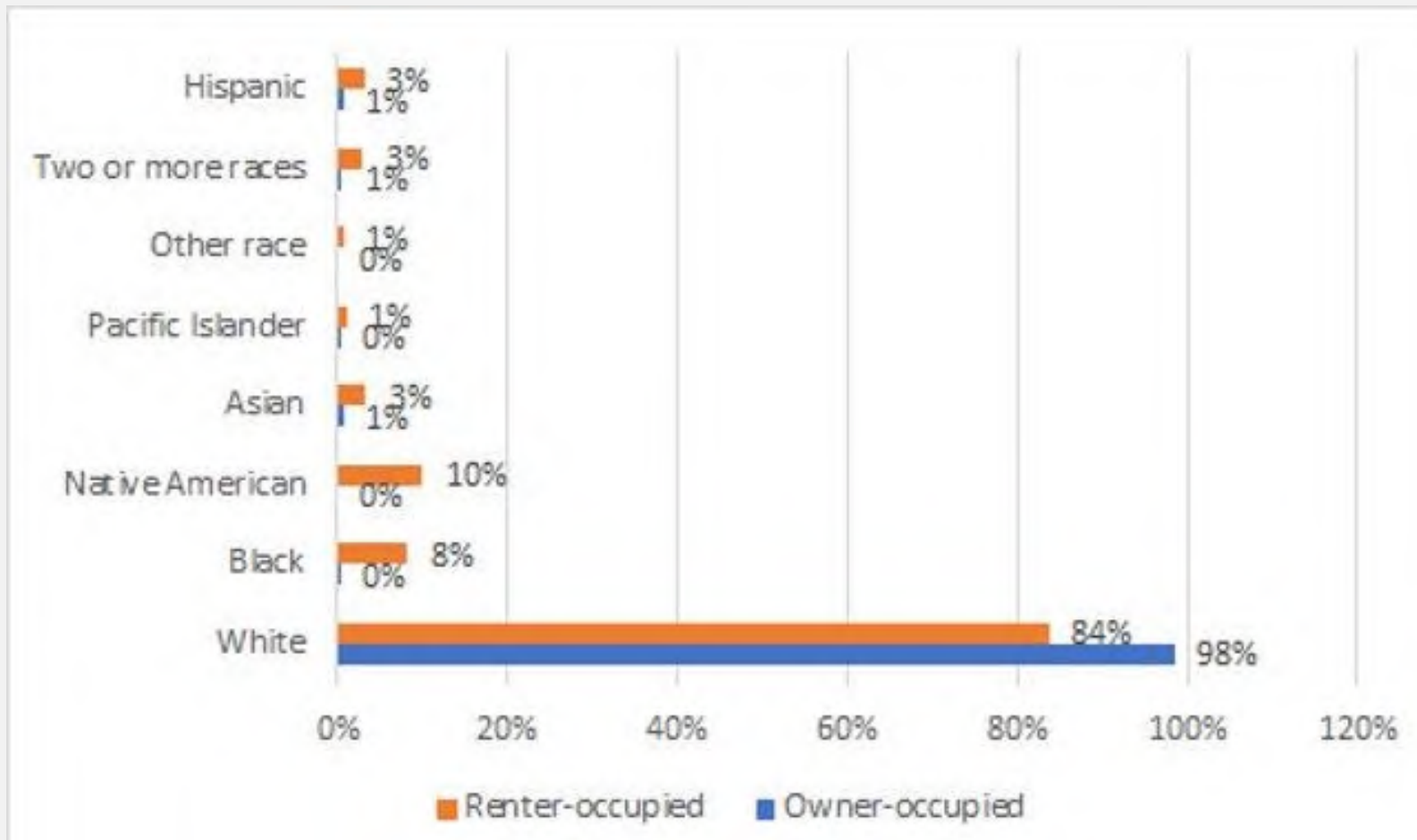
Unemployment Rate

Dubuque County

ACS 2018 5-year estimate



ECONOMIC WELLBEING



Owner-occupied v Renter-occupied Housing

City of Dubuque

ACS 2017 5-year estimate

HOUSING

Home Ownership Rate:

City of Dubuque

2019 Analysis of Impediments

| ACS 5-Year Estimates 2017 | Owner Occupied | Owner Occupied % |
|---|-------------------|---------------------|
| | Estimate | Estimate |
| Occupied housing units | 15,175 | 15,175 |
| RACE AND HISPANIC OR LATINO ORIGIN OF HOUSEHOLDER | | |
| One race -- | | |
| White | 14,926 | 98.4% |
| Black or African American | 63 | 0.4% |

HOUSING

Arrest Rates

City of Dubuque data

| ARRESTS | Avg | % of Gender | % All Arrests |
|-----------------|--------|-------------|---------------|
| Asian Females | 5.8 | <1 | <1 |
| Black Females | 294.4 | 28.3 | 8.7 |
| White Females | 736.6 | 70.8 | 21.7 |
| Indian Females | 1 | <1 | <1 |
| Unknown Females | 2 | <1 | <1 |
| Total by Gender | 1039.8 | | |
| | | | |
| Asian Males | 33 | 1.4 | <1 |
| Black Males | 691.4 | 29.5 | 20.4 |
| White Males | 1604 | 68.4 | 47.4 |
| Indian Males | 2.6 | <1 | <1 |
| Unknown Males | 11.6 | <1 | <1 |
| Total by Gender | 2342.6 | | |
| | | | |
| Total Arrests | 3382.4 | | |

* Arrests are total arrestees, and NOT unique individuals

| ARRESTS | Avg | % of Gender | % All Arrests |
|------------------|--------|-------------|---------------|
| Hispanic Females | 19.8 | 1.9 | <1 |
| Non-Hisp Females | 1011.2 | 97.2 | 29.9 |
| Other | 8.8 | <1 | <1 |
| Total by Gender | 1039.8 | | |
| | | | |
| Hispanic Males | 50.2 | 2 | 1 |
| Non-Hisp Males | 2277.6 | 97.2 | 67.3 |
| Other | 14.8 | <1 | <1 |
| Total by Gender | 2342.6 | | |
| | | | |
| Total Arrests | 3382.4 | | |

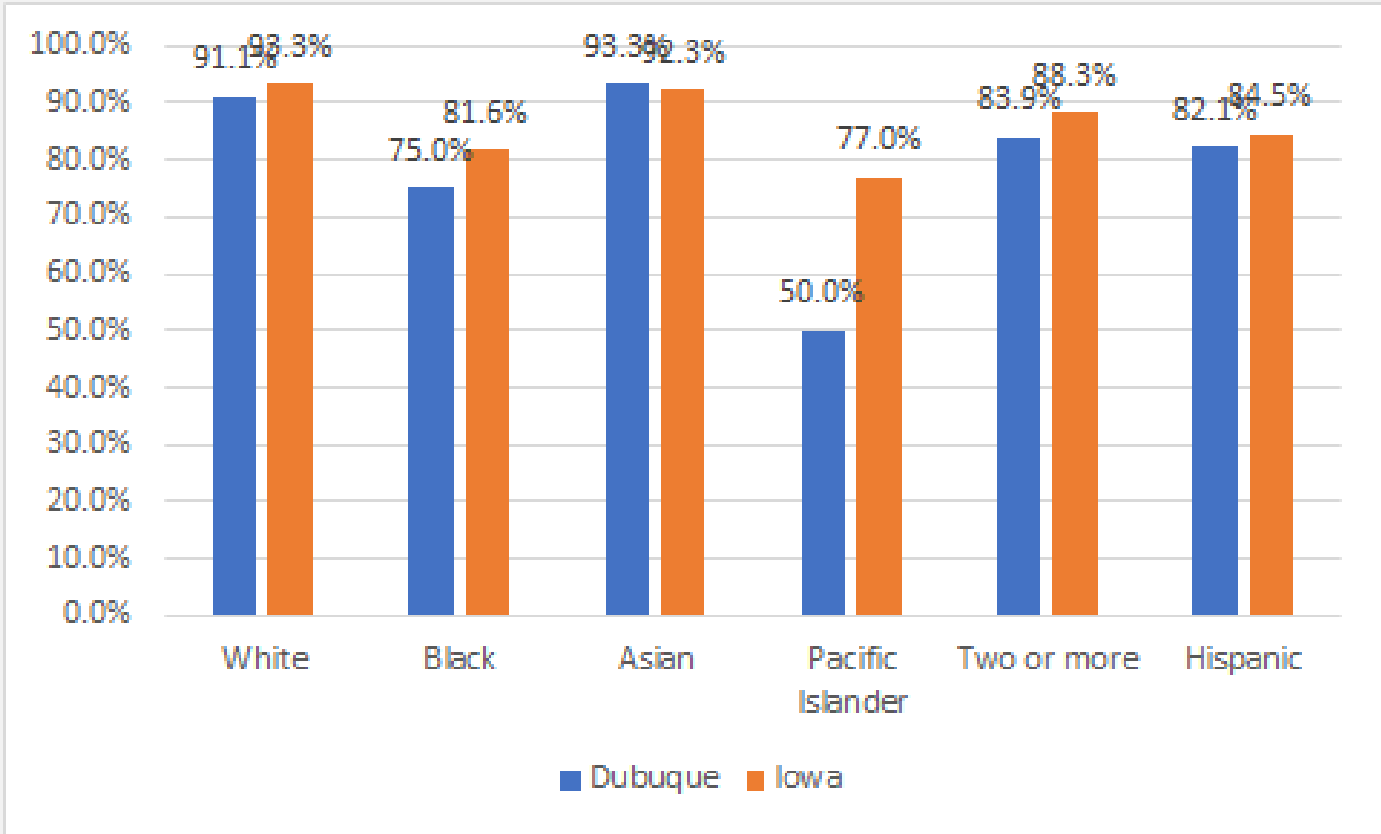
* Arrests are total arrestees, and NOT unique individuals

PUBLIC SAFETY

Graduation Rate

Dubuque Community School District, 2019

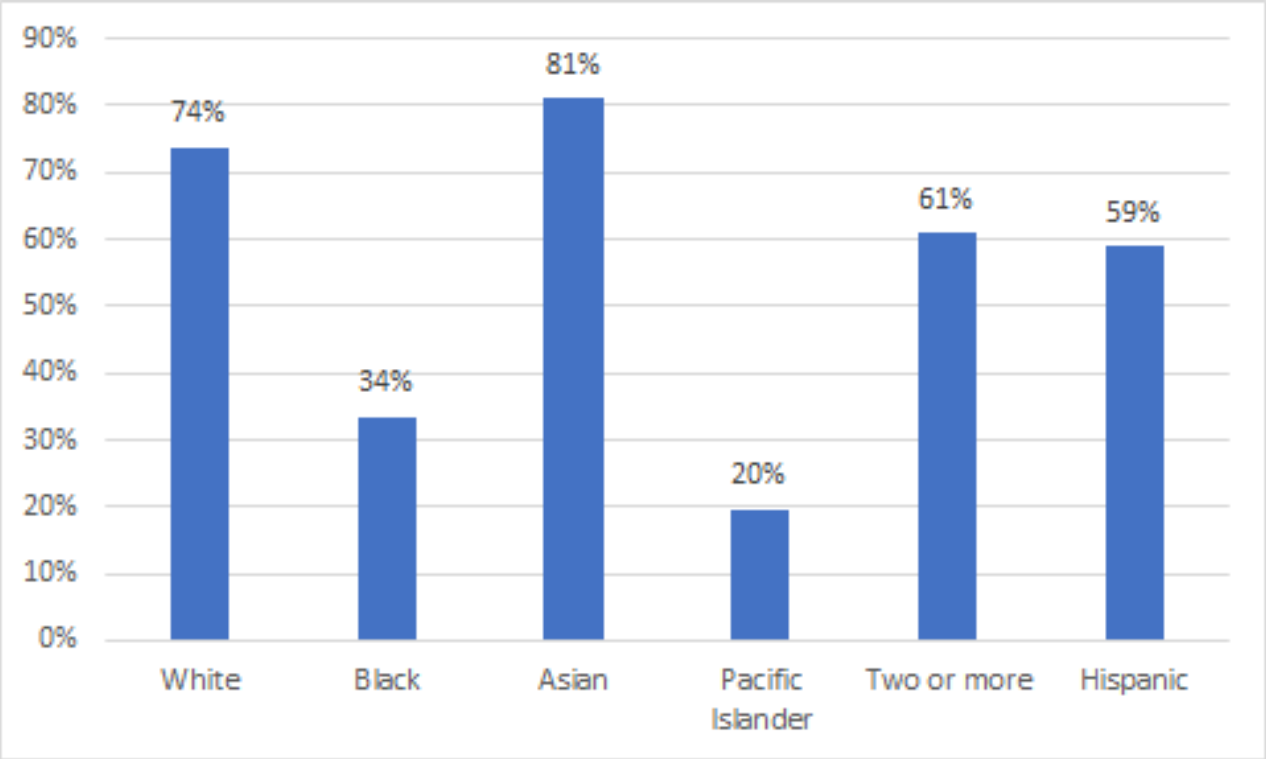
Iowa Dept of Education



English Language Arts Proficiency

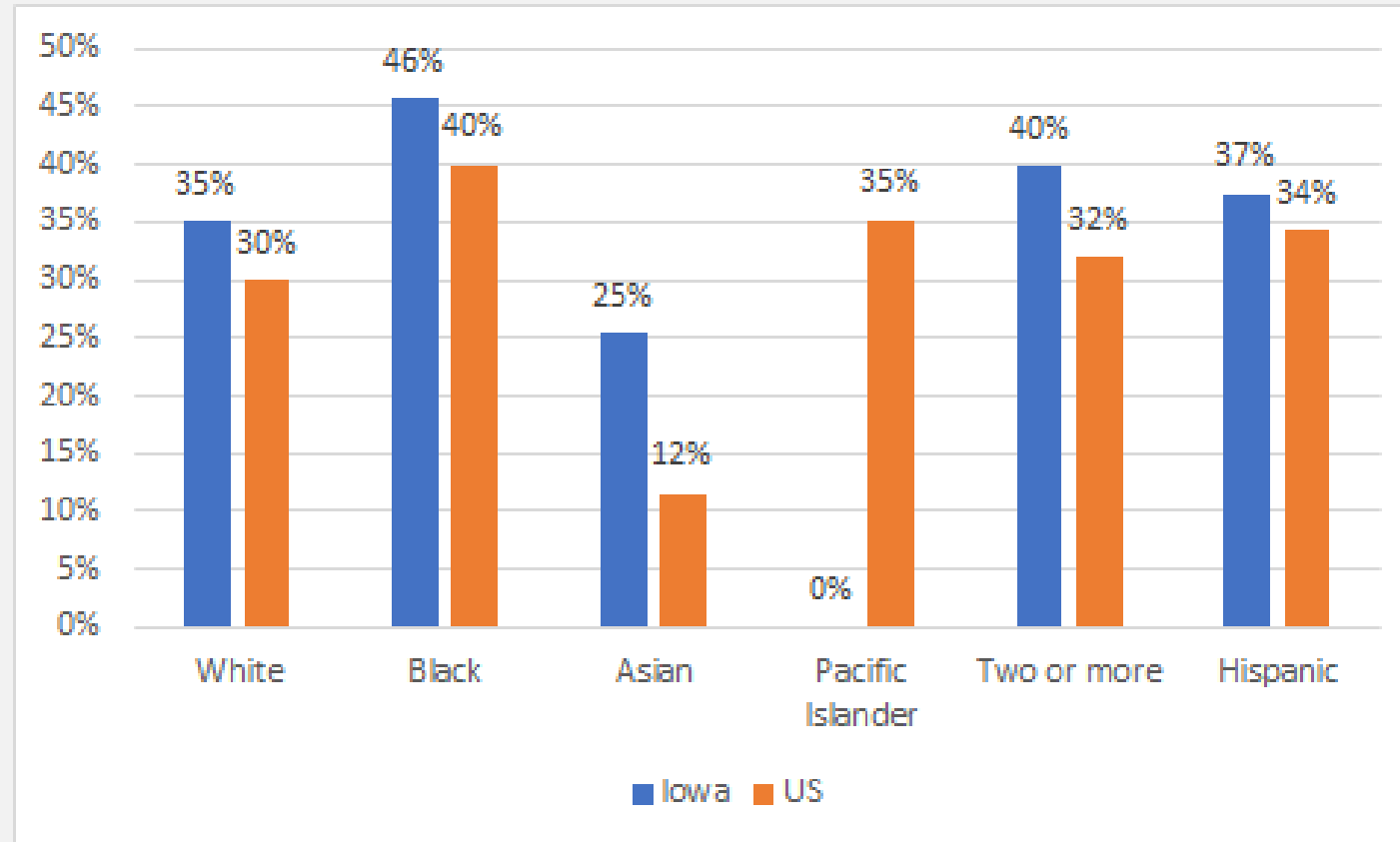
Dubuque Community School District, 2019

Iowa Dept of Education

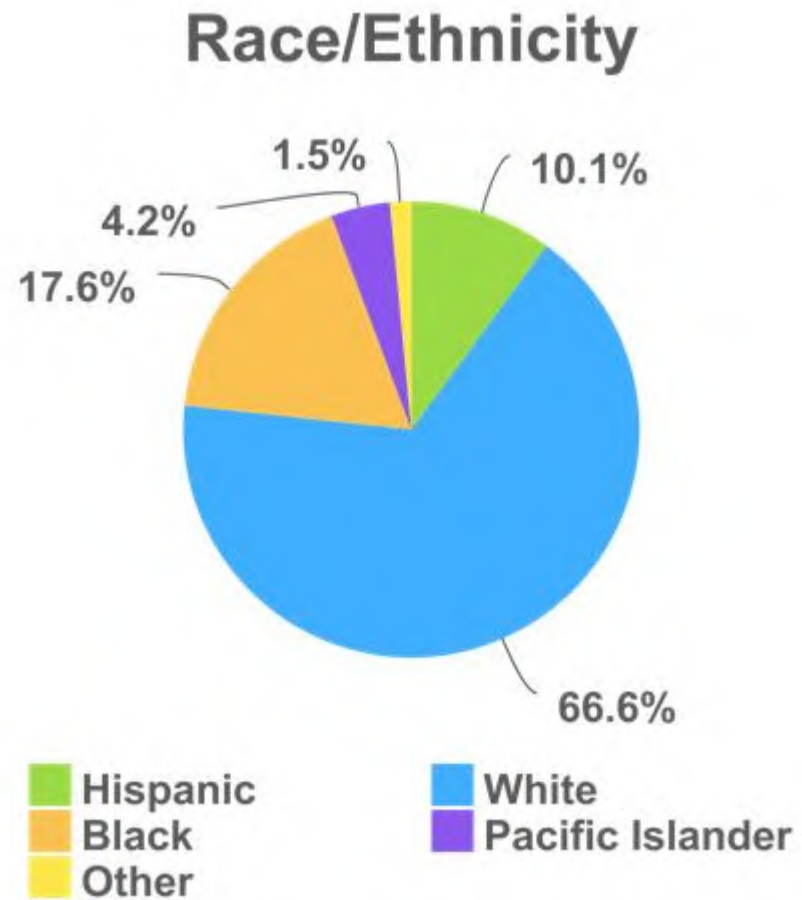


Obesity Rate

Center for Disease Control, 2018



Crescent Community Health Center
Patient Characteristics

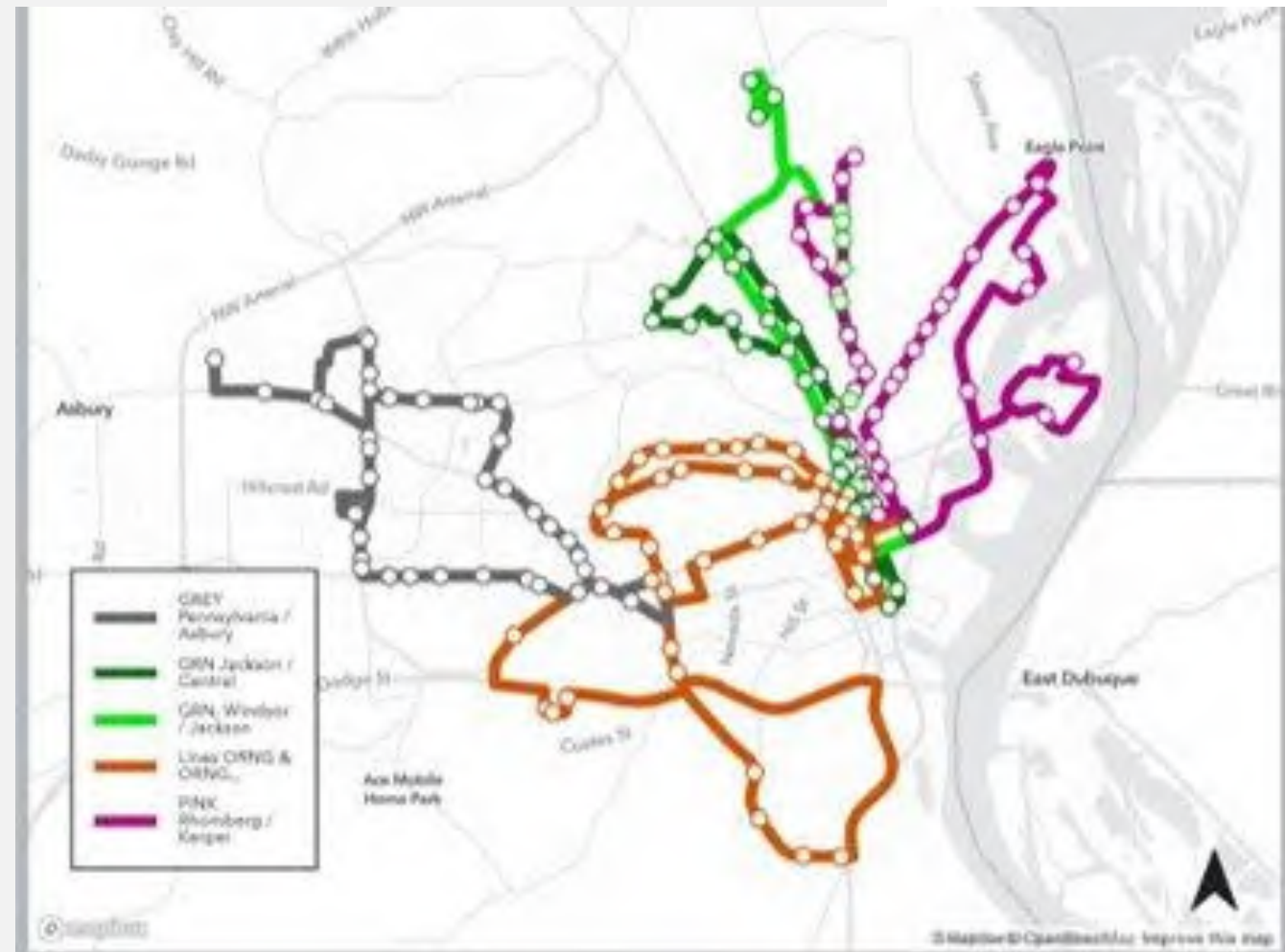


The Jule services areas of the city identified as home to the largest number of African Americans and low-income families.

The Grey, Green, Orange and Pink lines service 6 fixed routes using 6 vehicles

- 33,198 population
- 19.9% 100% poverty
- 14.4% minority
- 10.5% car free households
- 37.9% 200% poverty
- 2.9% Hispanic / Latino
- 7.3% Black / African American

Residents use the Jule to travel to work and school, for grocery shopping, and for medical care.



TRANSPORTATION

You can't manage what
you don't measure.



Summary of Speakers:

Cori Burbach, Assistant City Manager



PAUSE

*for
questions*

An abstract, textured background featuring a mix of vibrant colors including red, yellow, green, blue, and purple, with a cracked, marbled appearance. The text 'PARTNER PRESENTATIONS' is overlaid in a bold, white, sans-serif font.

PARTNER PRESENTATIONS

Dubuque Dream Center (Robert Kimble)
Fountain of Youth (Caprice Jones)
Black Mens Coalition (Ernest Jackson, Jason Weston)
Switching Places (Dereka Williams, Jakyra Bryant)
Friends of Fair Housing (Lynn Sutton, Tom LoGuidice)
Multicultural Family Center (Jacqueline Hunter)
Greater Dubuque Development Corporation (Rick Dickinson)
Four Mounds HEART (Jill Courtney, Becky Bodish)
NAACP (Miquel Jackson, Anthony Allen)





Robert Kimble,
Dubuque Dream Center





Caprice Jones,
Fountain of Youth





Dereka Williams,
Switching Places Foundation

Fairness and Equality in Housing

Presented by Friends of Fair Housing

Tom Lo Guidice-Stone Ridge Place-and Lynn Sutton-Air Hill-Co-Chairs

We applaud the progress that has been made by the City in terms of CHANGE and the Three Tier Inspection Program.

We will also seek to make the case for "Good Trouble".

Our position is that the City fails in several areas to provide data for decision-making by the Council. The problems are illustrated by the Analysis of Impediments (AI) the City has done and the failure to date to provide data

We Urge the City Council make Housing one of its top priorities in the next year. We believe the Analysis of Impediments may serve as a guide for a SMART Plan by the Housing Department

We seek a cooperative relationship with Landlords. To date, regrettably the City has failed to recognize our cooperative work – that provides materials to educate landlords and renters. Recommendations by an Inclusive Dubuque Housing effort that we co-chaired have not been responded to in a timely and constructive manner.

About Equality in the City of Dubuque by a life-long Citizen and former member of the City Council

Lynn Sutton

Thank you for your consideration

Friends of Fair Housing

We will follow up in the weeks ahead !

https://youtu.be/0iM0GEr-M_E

We urge you to learn how residents/renters in the downtown area view their housing by reviewing the information available from above



Multicultural FAMILY CENTER

The Ruby Sutton Building | DUBUQUE

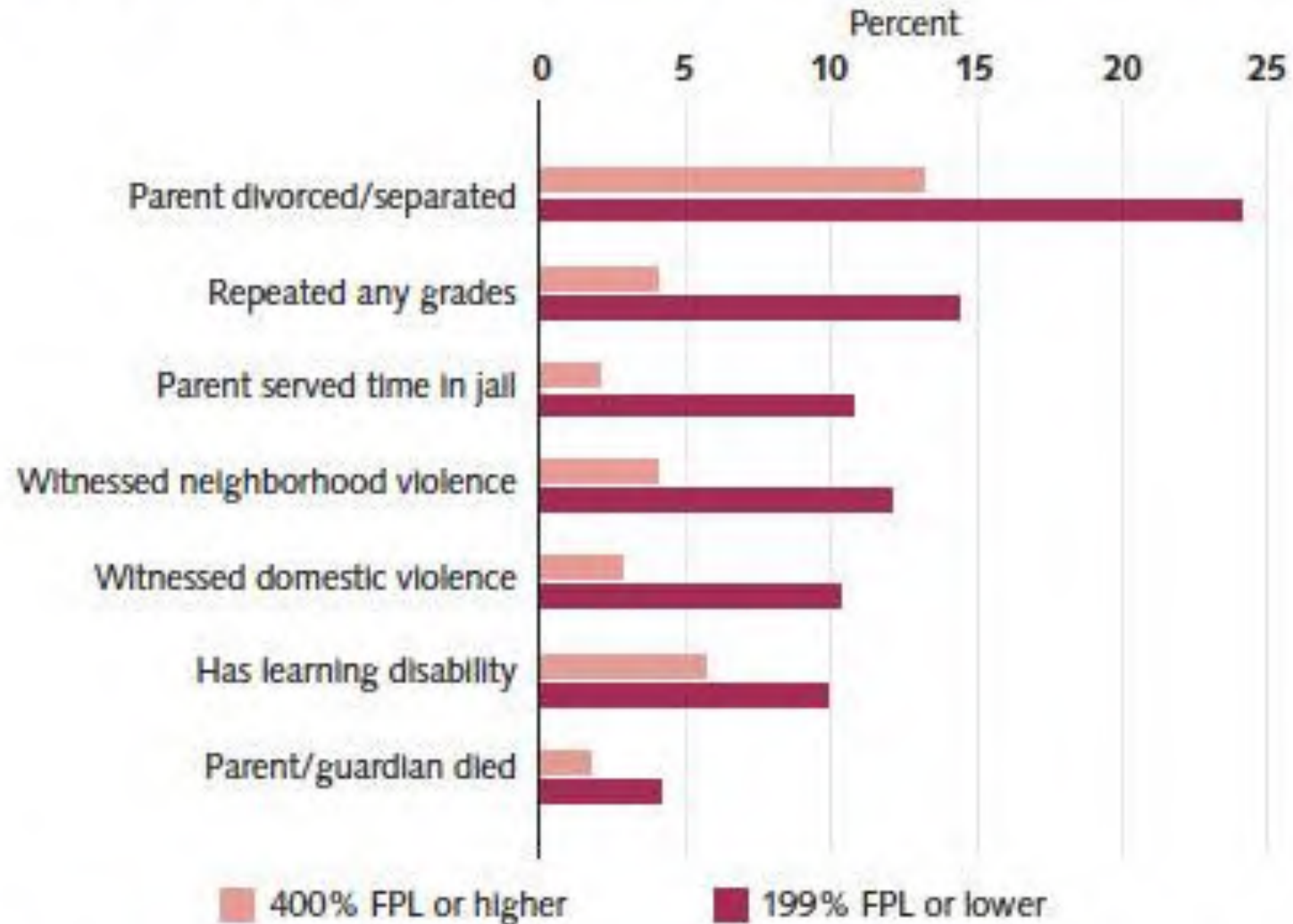
Jacqueline Hunter
Multicultural Family Center Director

THE ACTIVITY GAP

- ▶ Lack of access to high-quality extracurricular activities can contribute to a widening equity gap
- ▶ Students who grow up in neighborhoods of concentrated poverty often do not have as many opportunities or resources to participate in these programs, which can place them at a disadvantage in terms of skill development.

ACTIVITIES ARE IMPORTANT

Figure 1. Adverse experiences of U.S. children aged 0–17, by parental income




Source: National Survey of Children's Health (2011/2012), authors' calculations. FPL=Federal Poverty Line. Percentages are weighted to population characteristics.

INVOLVEMENT IN ACTIVITIES IS KEY

Involvement in extracurricular activities

- ▶ **Predicts higher grades**
- ▶ **Higher college aspirations, enrollment, and completion**
- ▶ **Greater self-discipline, self-esteem, resilience**
- ▶ Lower risky behavior such as drug use, delinquency, and sexual activity
- ▶ Lower truancy rates ,



**“By the time they reach 6th grade,
middle class kids have likely spent
6,000 more hours learning than kids
born into poverty.”**

Our Kids: The American Dream in Crisis
Robert D. Putnam
Malkin Research Professor of Public Policy
Harvard University

6000 HOUR BREAKDOWN

- ▶ 220 hours reading
- ▶ 1395 preschool education
- ▶ **3060 afterschool/extracurricular**
- ▶ **1080 camp/summer learning experiences**
- ▶ **245 visiting museums, zoos or similar institutions**

This is where our work begins...

MFC INVESTMENT IN OUR FUTURE

- ▶ **STEP (Summer Teen Empowerment Program)**
 - ▶ 2019: **80 Hours** per student (4-week program)
 - ▶ 2020: **70 hours** per student
- ▶ **Teen/Tween Nights (During the School Year)**
 - ▶ 2019-2020: 20 hours a week x 4 wks x 9 months = **720 hours** per school year (+/-)
- ▶ **Teen Advisory Board:**
 - ▶ 2019-2020: 2 hours a week x 4 wks x 9 months = **72 hours** per school year (+/-)



Multicultural FAMILY CENTER

The Ruby Sutton Building | DUBUQUE



Rick Dickinson,
Greater Dubuque Development
Corporation



Jill Courtney & Becky Bodish,
Four Mounds HEART

Four Mounds HEART Programming



HEART Youth Programming “HEART Youth”



History

- 37 homes rehabilitated
- More than \$2 million invested in urban core
- Increased local tax base by 267%
- Over 50 service projects completed
- 91% graduation rate
- Homes sold to first time homeowners
- Hundreds of youth served



Youth Program Overarching Goal

To empower young people to achieve their goals of high school graduation, career training, and connections to post-secondary education.



HEART Adult Programming “Build Dubuque”





- Pilot began August 2019
- Target demographic: adults with barriers to employment
- Goal to serve 18 adults in the first year – will surpass goal with course registrants in August reaching 28 adults

Adults Being Served

- 22% female, 88% male
- 45% African American
- 45% Caucasian
- 5% Pacific Islander
- 5% Native American
- 22% are single parents
- 89% live at or below the poverty level
- 66% have been incarcerated or have criminal records
- 72% carpentry certificate pathway
- 27% transitional employment pathway
- 5% carpentry credit pathway



Pathways

- Construction Certificate
- Construction Credit
- Transitional Employment

“The most critical transformation that happens is not the transformation of houses... it’s the impact that this programming has on the lives of its participants.”



Thank you



FOUR MOUNDS

PRESERVE EDUCATE PARTNER SERVE



Building a Better Future for Young Men



High School Mentoring



College Tour

Programs



Road To Success for Teens



Road to Success for Teens

Programs



Manhood Project



Back to School Bash

Programs

Black Unemployment: 20% (Pre-Covid-19)

// Search / Tables / S2301

EMPLOYMENT STATUS

Survey/Program: American Community Survey TableID: S2301 Product: 2018: ACS 5-Year Estimates Subject Tables

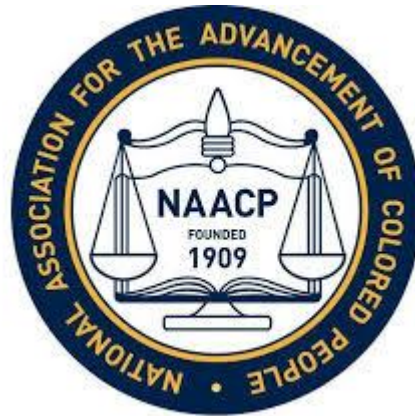
| | | | | | | | | | | | | | | | | | |
|------------|------------|-------------|-------|-------|--------|------|------|--------|------|-----------------|-----------------|----------------|----------|-------|-------|-----------|-----|
| Data Notes | Selections | 1 Geography | Years | Topic | Survey | Code | Hide | Filter | Sort | Transpose Table | Margin of Error | Restore Layout | Download | Print | Share | More Data | Map |
|------------|------------|-------------|-------|-------|--------|------|------|--------|------|-----------------|-----------------|----------------|----------|-------|-------|-----------|-----|

| | Dubuque County, Iowa | | | | | | | |
|---------------------------|----------------------|-----------------|--------------------------------|-----------------|-----------------------------|-----------------|----------|--|
| | Total | | Labor Force Participation Rate | | Employment/Population Ratio | | Unemplo | |
| | Estimate | Margin of Error | Estimate | Margin of Error | Estimate | Margin of Error | Estimate | |
| 75 years and over | 7,689 | +/-40 | 7.1% | +/-1.6 | 6.9% | +/-1.6 | 2.4% | |
| ▼ RACE AND HISPANIC... | | | | | | | | |
| White alone | 72,836 | +/-221 | 68.2% | +/-0.8 | 65.7% | +/-0.8 | 3.6% | |
| Black or African Ameri... | 1,949 | +/-117 | 71.2% | +/-6.0 | 57.0% | +/-7.7 | 20.0% | |
| American Indian and A... | 155 | +/-113 | 79.4% | +/-23.3 | 79.4% | +/-23.3 | 0.0% | |
| Asian alone | 1,015 | +/-89 | 65.4% | +/-9.5 | 60.9% | +/-9.8 | 3.7% | |
| Native Hawaiian and... | 222 | +/-24 | 70.3% | +/-24.7 | 60.4% | +/-24.7 | 14.1% | |
| Some other race alone | 320 | +/-186 | 61.9% | +/-14.8 | 61.9% | +/-14.8 | 0.0% | |
| Two or more races | 633 | +/-125 | 57.7% | +/-11.6 | 56.7% | +/-11.6 | 1.4% | |
| Hispanic or Latino ori... | 1,520 | +/-21 | 72.6% | +/-6.3 | 66.7% | +/-6.4 | 7.8% | |
| White alone, not Hispa... | 71,704 | +/-152 | 68.2% | +/-0.8 | 65.7% | +/-0.8 | 3.6% | |



Key Considerations for Goal Setting Outcomes

- Develop Summer Youth Earn & Learn Employment Program
- Report annually on the progress of African Americans in City of Dubuque metrics
- Develop legislative priorities to improve outcomes for African Americans and Minorities



Miquel Jackson & Anthony Allen,
NAACP

Summary of Speakers:

Dubuque Dream Center (Robert Kimble)

Fountain of Youth (Caprice Jones)

Black Mens Coalition (Ernest Jackson, Jason Weston)

Switching Places (Dereka Williams, Jakyra Bryant)

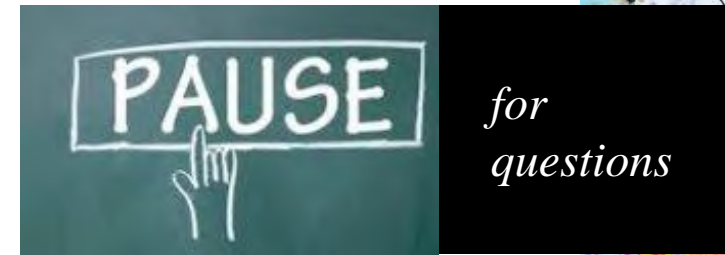
Friends of Fair Housing (Lynn Sutton, Tom LoGuidice)

Multicultural Family Center (Jacqueline Hunter)

Greater Dubuque Development Corporation (Rick Dickinson)

Four Mounds HEART (Jill Courtney, Becky Bodish)

NAACP (Miquel Jackson, Anthony Allen)



BLACK LIVES MATTER: **DIVERSITY, EQUITY &** **INCLUSION WORK** **SESSION**

Part 1: July 27, 2020. 6:30 pm

Part 2: July 28, 2020. 6:30 pm



The background is a complex, abstract composition of various colors including red, yellow, green, blue, and purple. The colors are layered and textured, resembling a marbled paper or a painting with thick brushstrokes. The overall effect is vibrant and dynamic.

CITY OF DUBUQUE EFFORTS

Summary of Speakers:

Collins Eboh, Organizational Equity Coordinator

Temwa Phiri, Community Engagement Coordinator

Mark Dalsing, Police Chief

Jill Connors, Economic Development Director

Jenni Petersen-Brant, Arts & Cultural Affairs Coordinator

Todd Dalsing, Airport Manager

Teri Goodman, Assistant City Manager



Local Governments Role in Advancing Racial Equity



WHY DOES RACE MATTER?

- Almost every indicator of well-being shows troubling disparities by race
- Disparities are often created and maintained inadvertently through policies and practices that contain barriers to opportunity.
- It's possible -- and only possible -- to close equity gaps by using strategies determined through an intentional focus on race. Specificity matters.



WHEN LEADING WITH RACE, WE ARE...

...Race *explicit*, not exclusive

Race and ...

- Gender
- Sexual orientation
- Disability status
- Economic status
- Educational attainment
- Etc.

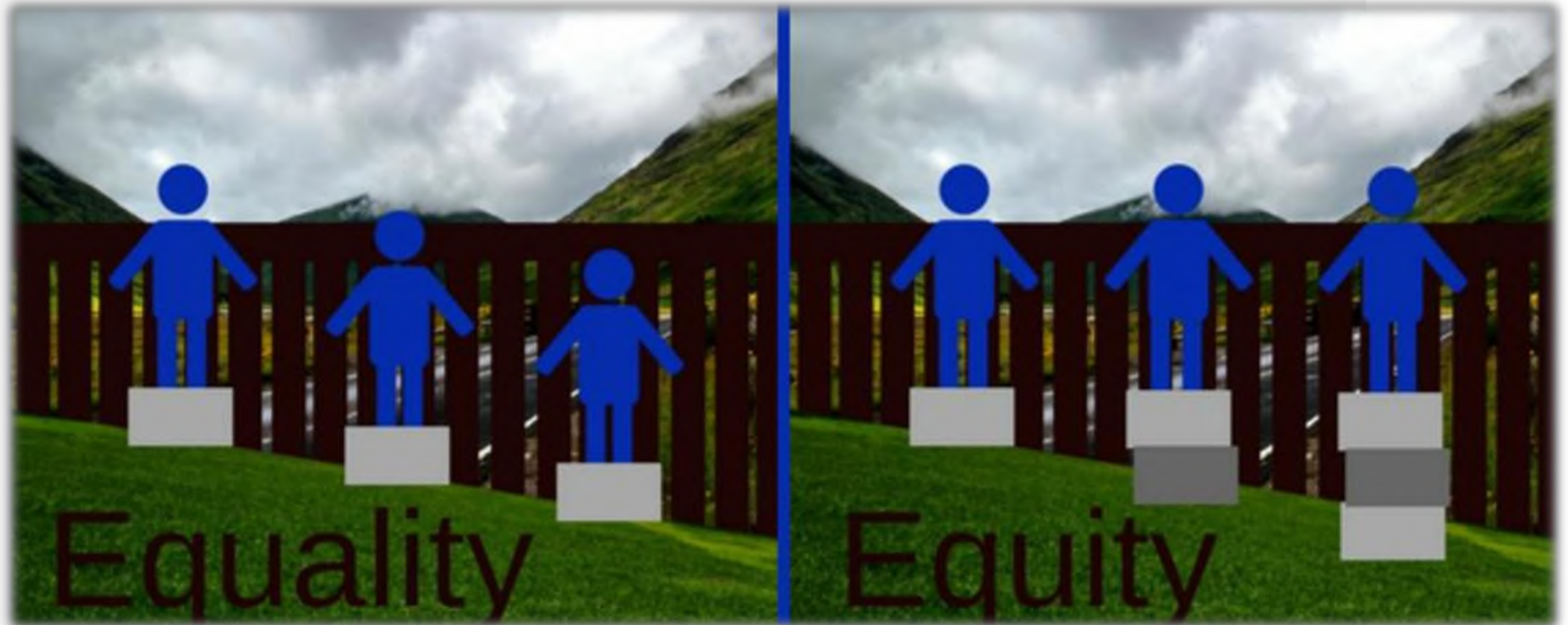


WHAT IS RACIAL EQUITY?

A systemic response, resulting in equitable opportunities and outcomes where race/ethnicity/income can no longer be used to predict life outcomes, and outcomes for all groups are improved.



SYSTEMS PRODUCE CERTAIN OUTCOMES AS A RESULT OF THEIR DESIGN

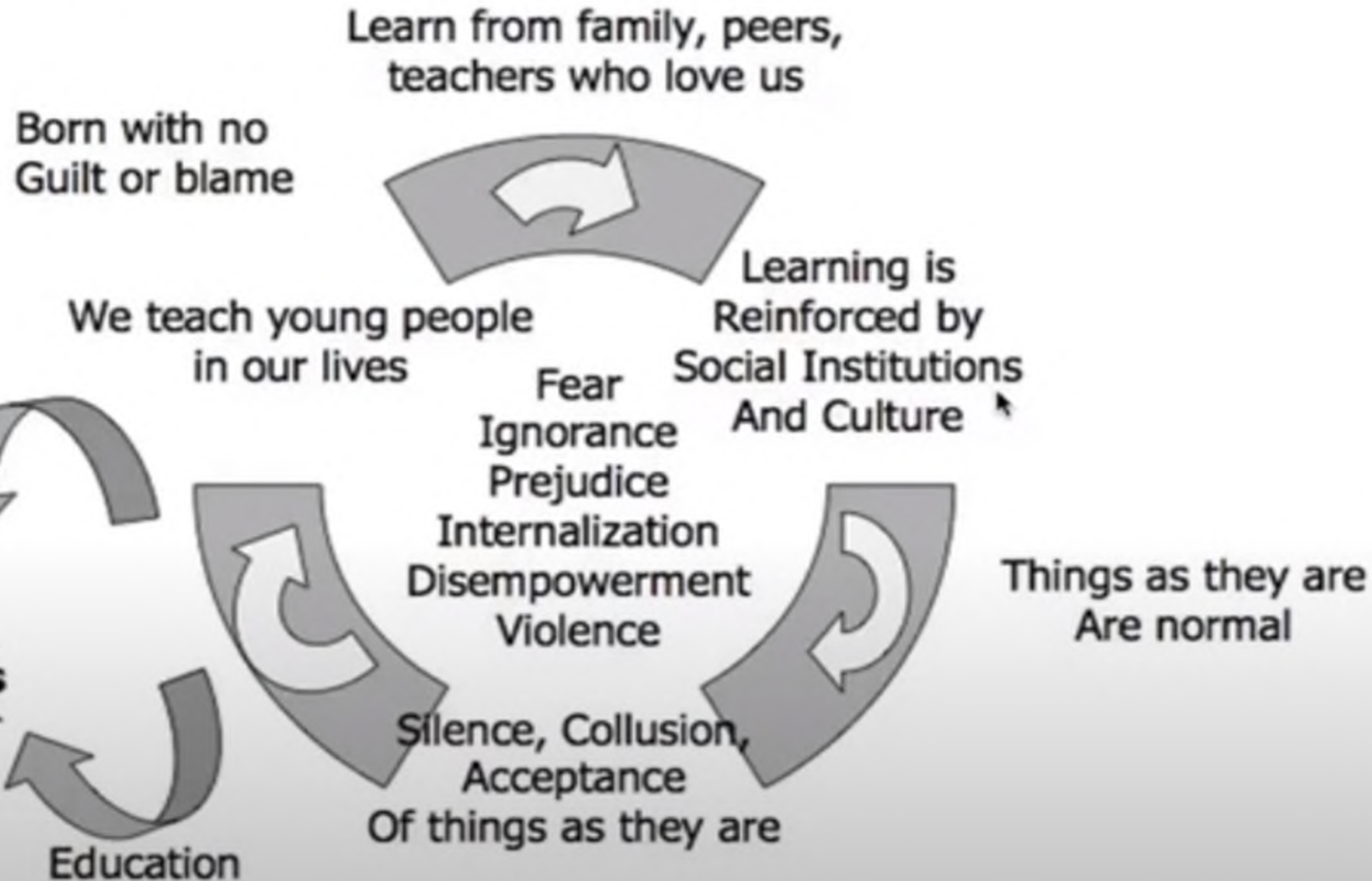


SYSTEMIC/INSTITUTIONAL RACISM

A pattern of social institutions; such as governmental organizations, schools, banks, non-profits, and courts of law, perpetuating negative treatment toward a group of people based on their race. Institutional racism leads to inequality in opportunity and inequity of life outcome.



Cycle Of Socialization



ACHIEVING RACIAL EQUITY REQUIRES US TO...

...**Target strategies** to focus improvements for those worse off.

....Move beyond service delivery and compliance to focus on changing **policies, institutions, structures, practices, relationships and behaviors. (THE SYSTEM)**



D.E.& I – NOT A SINGLE CONCEPT

DIVERSITY ●●► INCLUSION ●●●●●●●●► EQUITY



Quantity

Different
identities &
cultures



Quality

Participation
across identities &
cultures



Justice

Policies, practices, &
procedures to ensure
equitable outcomes

2016 – 2019:

CITY WIDE RACIAL EQUITY STRATEGIES

7 Step Equity Lens



USING AN EQUITY LENS

1. Burdens and Benefits
2. Understanding Data
3. Community Engagement
4. Decision Making
5. Implementation
6. Unintended Consequences
7. Accountability and Communication

2016 – 2019:

CITY WIDE RACIAL EQUITY STRATEGIES

Equity Teams

Department evaluations

Tool Application

Equity Plans



EQUITY TEAMS

Review, Analyze, Report



A large, irregular teal splash graphic on the left side of the page, with a textured, watercolor-like appearance. It has various shades of teal and some darker, almost black, speckles and blotches, especially towards the bottom and right edges.

COMMUNICATIONS EQUITY TEAM

- **COMMUNICATIONS TEAM:** builds culture by developing a unified equitable and inclusive message cross departments using an intercultural framework; communicates and helps to celebrate accomplishments related to equity and inclusion; continues their own skill development; shares and implements learning within their departments. This team meets on a monthly basis
- **Design, Distribute**
 - Builds awareness through publications, videos, short activities on how to apply intercultural skills to build effective teams and draw forth individual potential in the City organization
 - Works with the Facilitation Team to develop tools to operationalize equity
 - Collaborates with other equity teams and with City departments to celebrate equity achievements in the organization
 - Collaborates with the Spirit Times to develop a DEI FYI section
 - Volunteers to present Equity FYI at Leadership Team Meetings
- **Current Team members:** Facilitated by Community Engagement Coordinator
 - Kristin Hill, Bee Branch Project Communications Specialist
 - Jeremy Jensen, Assistant Police Chief
 - Kristin Dietz, Leisure Services Lead Secretary
 - Kayla Morrison, Budget/Finance Analyst
- **Past Team member:**
 - Rachel Kilburg

COMMUNITY ENGAGEMENT TEAM

COMMUNITY ENGAGEMENT TEAM: cultivates and develops new equity leadership; coordinates active community engagement using an intercultural framework when making decisions related to equitable delivery of City services; continues their own skill development; shares and implements learning within their departments. This team meets on a quarterly basis.

- **(Consult, Formulate)**
 - Works with different data indicators to identify and coordinate community engagement around shared equity concerns across City Departments
 - Works with City departments to advance the level of the community engagement through participation in community events; development and hosting of organizational displays
 - Volunteers to present Equity FYI at Leadership Team Meetings
- **Current Members:** Facilitated by Community Engagement Coordinator
 - Alanda Gregory, Lead Library Assistant
 - Dan Kroger, Recreation Division Manager
 - Rick Fullmer, Police Officer
 - Hollie Ohnesorge, Family Self-Sufficiency Coordinator
 - Jesse Coulson, Fire Lieutenant
 - Cheryl Sheldon, Accountant
- **Past members:**
 - Abby Ray, Police Officer
 - David Johnson, Building Services manager

COMMUNICATION EQUITY GUIDELINES

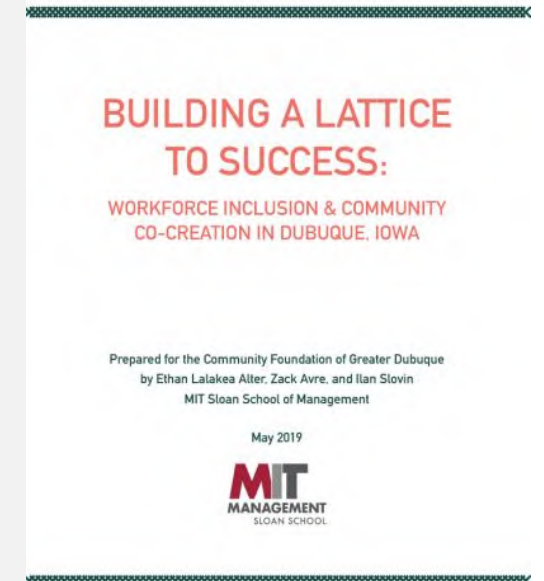
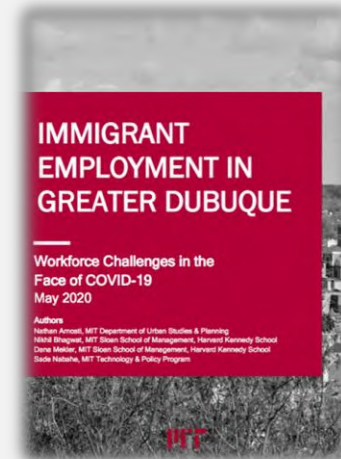
CITY OF DUBUQUE

COMMUNICATION
EQUITY
GUIDELINES



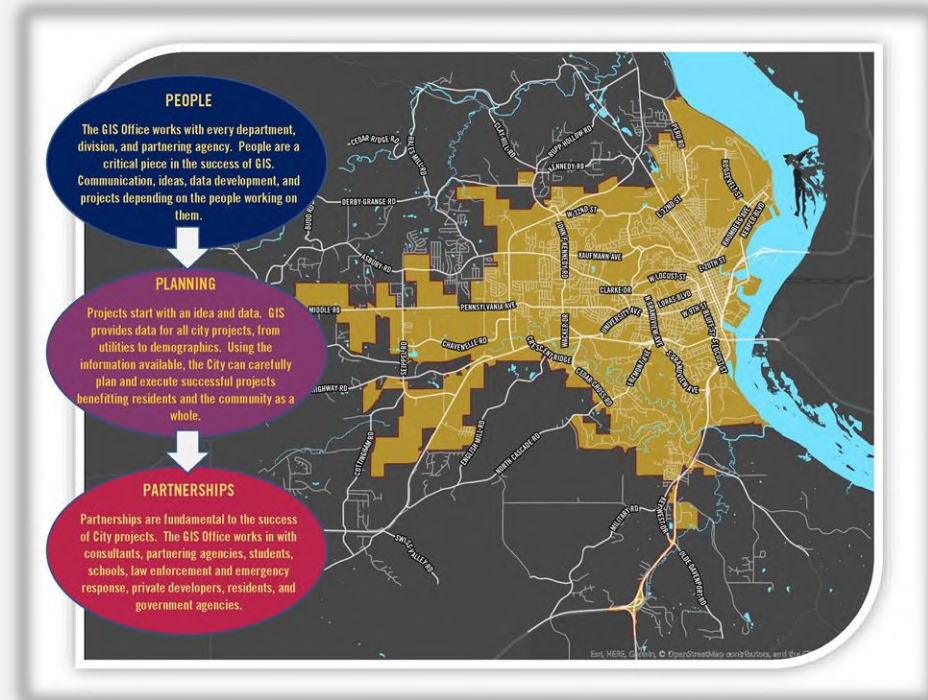
COMPREHENSIVE STUDIES

| Dubuque, Iowa Poverty Rate By Race | | | | |
|------------------------------------|------------|--------------|---|------------|
| Race | Population | Poverty Rate | National Poverty Rate | Population |
| Black | 2,232 | 60.1% | 25.2%  | 3.8% |
| Two Or More Races | 1,134 | 47.6% | 18.4%  | 1.9% |
| White | 49,224 | 12.9% | 10.3%  | 84.3% |
| Hispanic | 1,059 | 26.3% | 22.2%  | 1.8% |



EQUITY TOOLS

- GARE Network
- GIS Mapping
- Budget Equity Tool
- Communications Tool



STAFF SKILL BUILDING



PROPOSED STRATEGIES TO ADDRESS BARRIERS – EQUITY

- **Examining Fees & Fines**
- **Youth Restorative Strategies & School Resource Officer interactions**
- **Using GIS maps to examine emergency calls**
- **Representation on Boards and Commissions**
- **Collaborative mentor/scholar programs with local universities.**
- **Addressing Language and cultural barriers in city communications.**

ONE POSSIBILITY FOR A NEXT STEP

Racial Equity Action Plan:

- Co-created with community
- Root cause analysis around local racial disparities
- Actions for individual residents, anchor institutions, government policy and practice
- Quantitative and qualitative tool to measure progress on an ongoing basis



“The arc of the moral universe may bend towards justice, but it only bends because people pull it towards justice. It doesn’t happen on its own. ”

Attorney General Eric Holder.



The background is a vibrant, abstract composition of various colors including red, orange, yellow, green, blue, and purple. The colors are layered and textured, resembling a marbled or painted surface. The text 'THANK YOU' is centered in a bold, white, sans-serif font.

THANK YOU



DUBUQUE POLICE DEPARTMENT



DUBUQUE POLICE DEPARTMENT

- DPD Staffing
- Data
- Where are we and how did we get here?
- Where are we going next?

DUBUQUE POLICE DEPARTMENT STAFFING

- Authorized strength of 112 Officers. Currently at 100 with 7 in training and 5 vacancies, and 4 known vacancies coming within the next month.
- Annual hiring process starts with a February Civil Service examination and physical fitness testing, followed by interview panels. Final certified list in April.
- Hiring depends on academy spots. CRPD Academy is a summer academy and ILEA is a September academy.
- Fewer applicants the past 5 years
- Fewer applicants means getting creative...

COMMUNITY RESOURCE OFFICERS

- Paid Internships
- Initially funded via a Dept. of Justice grant, now budgeted
- Duties: prevention, observation, visibility, research, non-emergency intervention, support services projects
- Park & Patrol Duties
- Officer Candidates

2011



2012



2013



2014



2015



2016



2017



2018

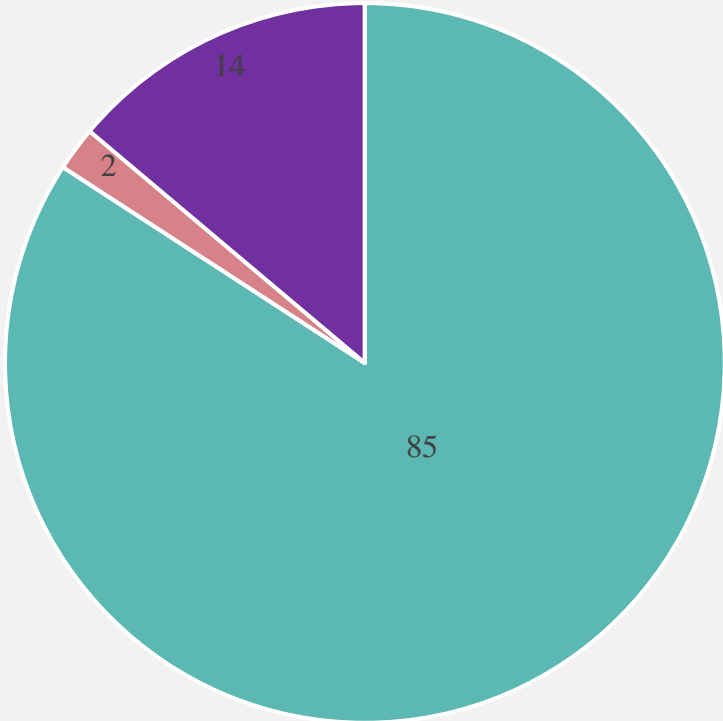


2019

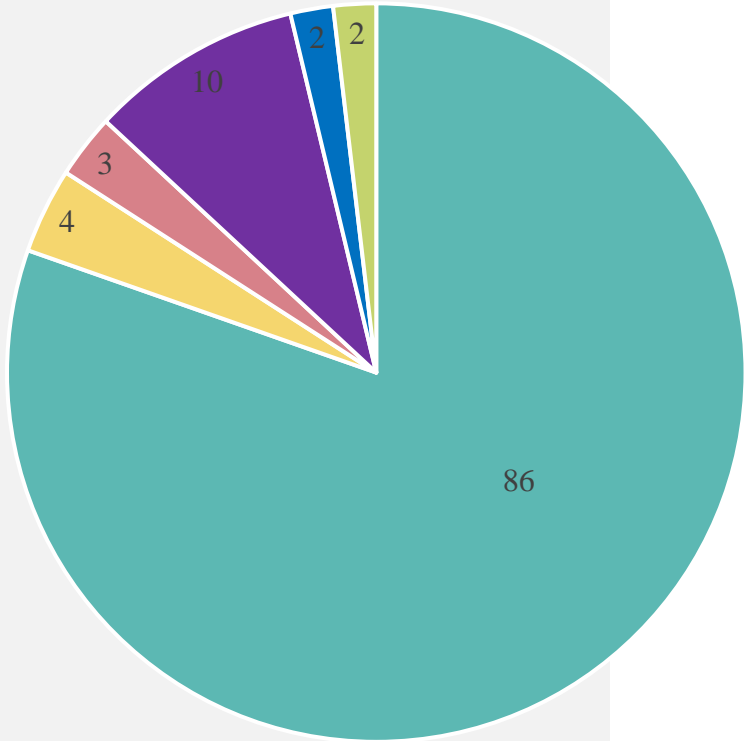


DPD DEMOGRAPHICS

January 2009



February 2020



- White/Caucasian Male
- Black/African American Male
- Hispanic/Latino Male
- White/Caucasian Female
- Black/African American Female
- Hispanic/Latino Female

DUBUQUE POLICE DEPARTMENT STAFFING

- 17 Week Academy
- 5 Months Field Training Officer (FTO) program
- Remainder of first year is probationary period and monitored
- Approximately one year from original test until officer hits the streets on solo patrol

Community Oriented Policing

1970's – Juvenile Liaison Officer

1989 – DARE Officer position

1993 – Dubuque experienced a 40% increase in high impact calls for service in the neighborhoods in the central part of the city.

1994 – DPD organized walking beats in affected areas.

1994 – President Clinton created the Community Oriented Policing program through the 1994 Crime Bill with the goal of adding 100,000 officers to the streets. DPD applied for but did not receive grant funds.

1995 – Community Oriented Policing (COP) Started (3 Officers)

1998 – COP expanded to 4 officers and territory expanded to include North End

2000 – SRO Added (“Cops in Schools” grant)

2001 – SRO Added (“Cops in Schools” grant)

2006 – COP Captain added and unit become more independent from Patrol and had citywide focused

2008 – COP Officer added to Housing & Community Development

2009 – Traffic positions recreated and added to COP

2009 – SRO's moved to COP Division

2009 – Professional Standards position created and added to COP

2015 – Professional Standards and Traffic moved to Admin and PIO/Crime Prevention moved to COP

2009 – SRO Added 50/50 arrangement with DCSD

FY20 – FY22 Budgets – Additional three SRO's approved for 50/50 split with DCSD

COMMUNITY ORIENTED POLICING

Community Oriented Policing is not just a unit of officers. It is both a philosophy and an organizational strategy that allows the law enforcement agency and the community residents to work closely together in creative ways to solve the problems of crime, the fear of crime, illicit drugs, physical and social disorder, neighborhood decay, and the overall quality of life in the community.

COMMUNITY ORIENTED POLICING

P2

Partnerships & Problem Solving

PRINCIPLES OF COMMUNITY ORIENTED POLICING

- **Community Empowerment & Partnerships**
- **Long Term Proactive Problem Solving**
- **Expansion of the Police Role**

COMMUNITY EMPOWERMENT & PARTNERSHIPS

- **Empowering and encouraging residents, businesses, and organizations to take ownership of their neighborhoods. An increased police presence alone is not a long term solution to a problem. The police rely on citizen input and participation to address and solve problems in neighborhoods.**
- **It takes the neighborhoods, police, and other City and community partners to work together to make changes**
- **Assisting with the formation and continued success of neighborhood associations, whether formal or informal.**
- **Continued involvement in neighborhood activities and events.**

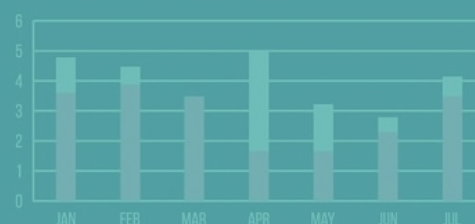
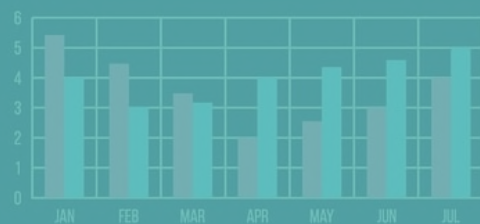
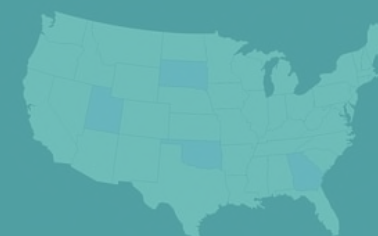
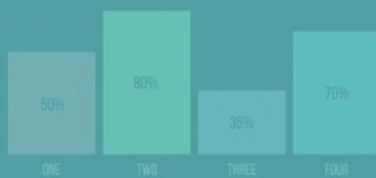
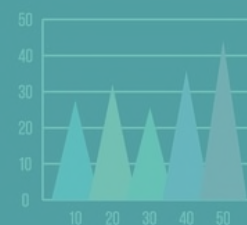
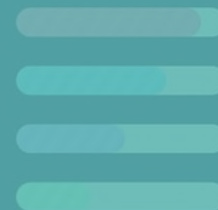
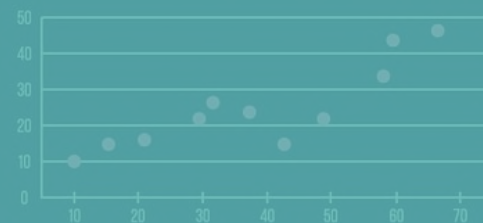
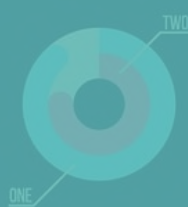
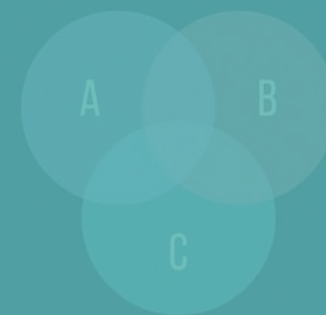
LONG TERM PROACTIVE PROBLEM SOLVING

- **Looking for a solution to a problem that is more than a quick fix.**
- **Creative problem solving. Think outside the box and look at the big picture.**
- **TIME to look at the problem and determine options**
- **Utilizing community resources and city departments.**

EXPANSION OF THE POLICE ROLE

- **In depth cooperation with Dept. of Corrections, Dubuque Fire, Juvenile Court Services, Housing & Community Development, and other partners**
- **Housing and rental property investigations**
- **Nuisance Enforcement**
- **Follow up meetings with bar owners, landlords, etc.**
- **Community-based special events**
- **Territory Accountability Design (TAD)**
- **Authority to problem solve and think outside of the box**
- **TIME to work on ideas**

To work, community policing must be a top-down philosophy



Dubuque Police Department Arrests - 5 Year Average - CY2015-2019

| ARRESTS | Avg | % of Gender | % All Arrests |
|-----------------|--------|-------------|---------------|
| Asian Females | 5.8 | <1 | <1 |
| Black Females | 294.4 | 28.3 | 8.7 |
| White Females | 736.6 | 70.8 | 21.7 |
| Indian Females | 1 | <1 | <1 |
| Unknown Females | 2 | <1 | <1 |
| Total by Gender | 1039.8 | | |
| | | | |
| Asian Males | 33 | 1.4 | <1 |
| Black Males | 691.4 | 29.5 | 20.4 |
| White Males | 1604 | 68.4 | 47.4 |
| Indian Males | 2.6 | <1 | <1 |
| Unknown Males | 11.6 | <1 | <1 |
| Total by Gender | 2342.6 | | |
| | | | |
| Total Arrests | 3382.4 | | |

* Arrests are total arrestees, and NOT unique individuals

| ARRESTS | Avg | % of Gender | % All Arrests |
|------------------|--------|-------------|---------------|
| Hispanic Females | 19.8 | 1.9 | <1 |
| Non-Hisp Females | 1011.2 | 97.2 | 29.9 |
| Other | 8.8 | <1 | <1 |
| Total by Gender | 1039.8 | | |
| | | | |
| Hispanic Males | 50.2 | 2 | 1 |
| Non-Hisp Males | 2277.6 | 97.2 | 67.3 |
| Other | 14.8 | <1 | <1 |
| Total by Gender | 2342.6 | | |
| | | | |
| Total Arrests | 3382.4 | | |

* Arrests are total arrestees, and NOT unique individuals

Dubuque Police Department Arrests – Victimization – 5 Year Average - CY2015-2019

| VICTIMIZATION | Avg | % of Gender | % All Victims |
|------------------------|---------------|--------------------|----------------------|
| Asian Females | 5 | <1 | <1 |
| Black Females | 209.8 | 23.3 | 13 |
| White Females | 681.8 | 75.8 | 42.3 |
| Indian Females | 0.4 | <1 | <1 |
| Unknown Females | 2.8 | <1 | <1 |
| Total by Gender | 899.8 | | |
| | | | |
| Asian Males | 5.4 | <1 | <1 |
| Black Males | 139.4 | 19.6 | 8.9 |
| White Males | 557.6 | 78.5 | 34.6 |
| Indian Males | 0.8 | <1 | <1 |
| Unknown Males | 7.4 | 1 | <1 |
| Total by Gender | 710.6 | | |
| | | | |
| Total Victims | 1610.4 | | |

Dubuque Police Department Arrests – Traffic Citations – 5 Year Average - CY2015-2019

| Citations | AVG | % of Gender | % All Arrests |
|------------------------|---------------|-------------|---------------|
| Asian Females | 49 | 1.4 | <1 |
| Black Females | 500.4 | 14.7 | 5.9 |
| White Females | 2825.6 | 82.9 | 33.8 |
| Indian Females | 6.4 | <1 | <1 |
| Unknown Females | 23.2 | <1 | <1 |
| Total by Gender | 3404.6 | | |
| | | | |
| Asian Males | 94.6 | 1.9 | <1 |
| Black Males | 840 | 16.9 | 10 |
| White Males | 3949.4 | 79.7 | 47.3 |
| Indian Males | 7 | <1 | <1 |
| Unknown Males | 62.4 | 1.2 | <1 |
| Total by Gender | 4953.4 | | |
| | | | |
| Total Citations | 8358 | | |

Traffic Stop Study

- FY2017 Budget
- September 2016 MOU with St. Ambrose University to conduct study
- November 2016 DPD traffic stop data turned over and analysis began
- Early 2017 SAU conducted in person traffic counts/observations
- July 11, 2018 SAU results presented at a City Council work session

SAU Conclusions

Very low levels of disproportionality in traffic stops. Minority member drivers are not over represented in stops. No evidence of racial profiling

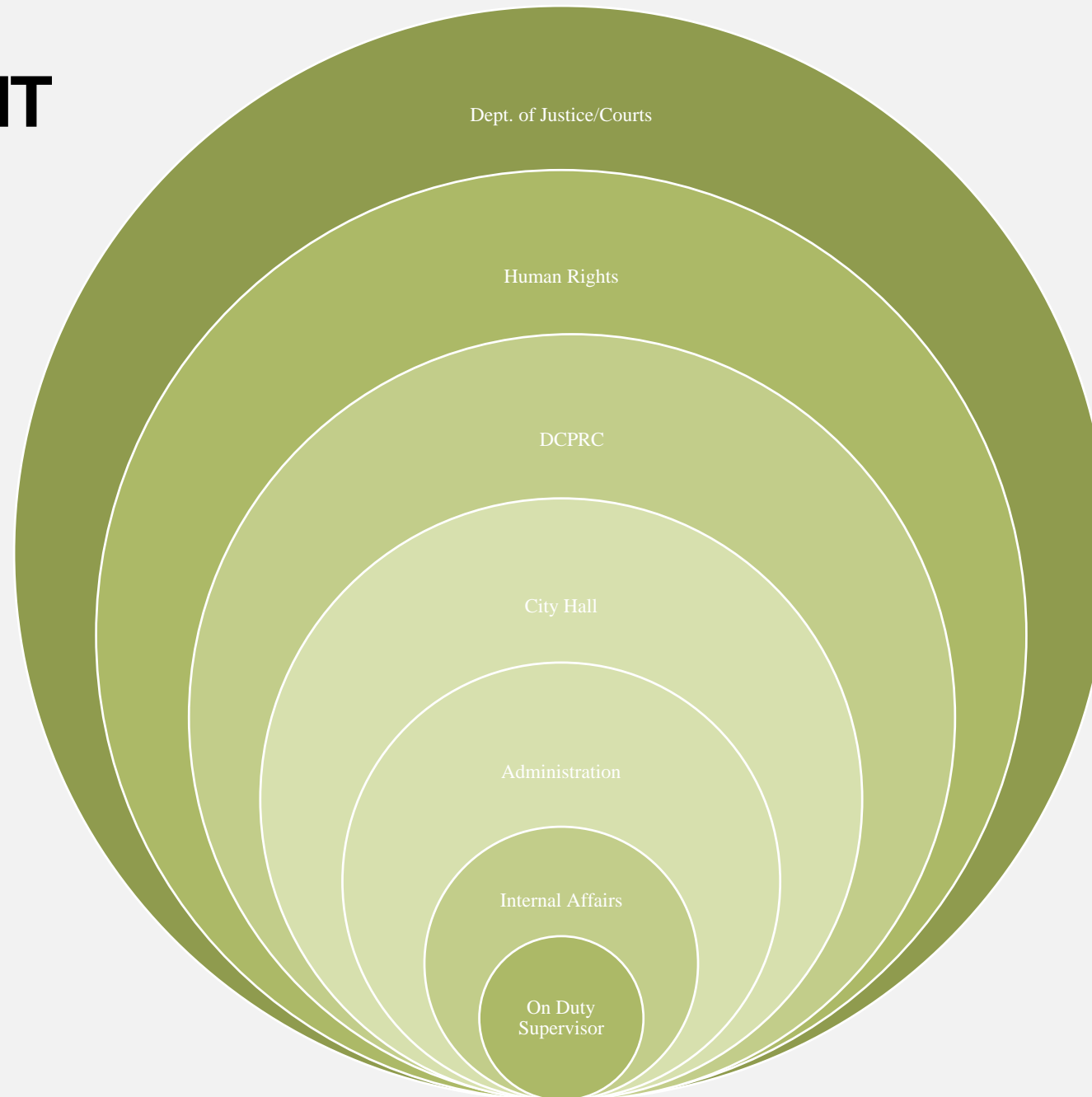
Low levels of disproportionality in citations. White drivers and minority members drivers are nearly equally likely to receive a citation as the result of a stop

Dubuque Police Department Arrests – Use of Force – 5 Year Average - CY2015-2019

| Use of Force | AVG |
|---|------------|
| Arrests | 3416.8 |
| Use of Force Reports | 334.78 |
| Use of Force Incidents | 209.6 |
| Use of Pepper Spray | 35.2 |
| Excessive Force Complaints | 4.8 |
| Ex. Force # of Officers | 7 |
| Ex. Force Complaints that Became Formal | 0.4 |
| Ex. Force Complaints that were Founded | 0.2 |



OVERSIGHT



Dubuque Community-Police Relations Committee (DCPRC)

- Created via 1993 MOU between the City of Dubuque and NAACP
- Originally named Dubuque Community Advisory Panel (DCAP)
- Can hear complaints from people who feel they were discriminated against based on their protected class
- Can recommend training, policy changes, or mediate between involved parties
- 2014 – Began review of original MOU to update & expand, and renamed DCPRC
- 2016 – MOU signed to include all City departments

Others Initiatives

- DCPRC (1993-Present)
- Intercultural Competence (1994-Present)
- Police-Community Dialogue on Race (2010-2013)
- Inclusive Dubuque (2013-Present)
- For the People (2013-Present)
- DOJ Community Relations Service, Conciliation Specialist facilitated conversations (2013-2015)
- Self Awareness/Culture & Communication course (2013-Present)
- The President's Task Force on 21st Century Policing (2015)
- Restorative Justice/Practices/Strategies
- Personal Empowerment (2017-Present)
- Emotional Intelligence (EQ) (2019-Present)

Chief's Forum

- Initial meeting January 2016
- Attendees since inception: National Association for the Advancement of Colored People (NAACP), For the People, Dubuque Transgender, Children of Abraham, African Diaspora, Tri-State Islamic Center, League of United Latin American Citizens (LULAC), Dubuque Downtown Christian Outreach, Dubuque Area Congregations United, National Alliance on Mental Illness (NAMI), University of Dubuque, Loras College, Black Men Coalition, Those who Care (LGBTQ+), Co-Dubuque (LGBTQ+), Marshallese community, City of Dubuque – Human Rights, Housing
- Forum Goals:
 - Gain ideas on “how we all can work together to ensure safety for all when individual cultures’ beliefs, customs and norms become targets of fringe elements wishing to create a further divide in society”
 - Have a regular place to discuss what matters to the group regarding safety, get to know each other, and seek assistance they need from police.
 - Have a response group during adverse events which play a bridge role to their communities.

Chief's Forum

- Training topics covered:
 - All partners presented on their group's mission
 - ICC training City staff receives, Laws of Arrest, Search & Seizure, Professional Standards, Handcuffing & Defensive Tactics, "Weapon or Not?", Use of Force (Shoot/Don't Shoot), Traffic Stops, Review St. Ambrose Traffic Stop Study, City of Dubuque – Housing, Park & Rec, Transportation Services, Bee Branch walking tour, Pepper-Spray demonstration (Citizen's Police Academy students)
 - Last year – Flipping the narrative on "Downtown is Unsafe"
- Events:
 - Hate Crimes Forum June 2016 – With DOJ Community Relations Service & local advocates
 - Media Briefing April 2016 – Response to cross burning



Ban “chokeholds”

Ban shooting at from moving cars

Ban Racial profiling

De-Escalation Training

Distinct levels of escalating force

Duty to intervene

Body Worn Cameras

Comprehensive Use of Force Reporting

Early Warning System

- ✓ Ban “chokeholds”
- ✓ Ban shooting at from moving cars
- ✓ Ban Racial profiling
- ✓ De-Escalation Training
- ✓ Distinct levels of escalating force
- ✓ Duty to intervene
- ✓ Body Worn Cameras
- ✓ Comprehensive Use of Force Reporting
- ✓ Early Warning System

Reimagining Policing

PRINCIPLES OF COMMUNITY ORIENTED POLICING

- **Community Empowerment & Partnerships**
- **Long Term Proactive Problem Solving**
- **Expansion of the Police Role**

Reimagining Policing

- Community Conversations – What does the community want to see?
- Officer Input – “What calls do I not need to go to?”
- Everyone – If not the police, then who?



**IT'S BRAIN HEALTH
NOT MENTAL ILLNESS**

**END THE
STIGMA
NOW.**







THANK YOU





ECONOMIC DEVELOPMENT

*Supporting Minority
Economic Success*

RACIAL DISPARITIES IN INCOME AND WEALTH

Nearly 60% of Black residents in Dubuque live
at or below 125% of the poverty rate



STRATEGIES TO ADDRESS DISPARITIES

STEP UP Program – Success Through Entrepreneurship & United Partnerships



Fountain of Youth

STRATEGIES TO ADDRESS DISPARITY

Support for Dubuque Dream Center and Fountain of Youth

Own a Small Business?
Get Free
Advice Today.



www.scorecr.org

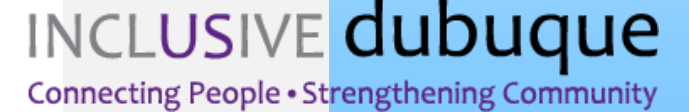


SCORE 
FOR THE LIFE OF YOUR BUSINESS

STRATEGIES TO ADDRESS DISPARITIES

Leveraging partnerships to provide support to minority-owned business

ECONOMIC DEVELOPMENT PARTNERS





ARTS & CULTURE

DEI in Mission and Master Plan

Solidarity Mural

Dubuque Renaissance Project

2016 - PRESENT DEI OVERVIEW

- Creation of Arts & Culture Master Plan (2016)
- Establish Accessibility, Engagement & Inclusion Working Group (2018) in collaboration with Inclusive Dubuque
- Scholarships offered to organizations funded by City's Arts & Culture Grants to participate in Inclusive Dubuque training (FY19)
- DEI metrics added to evaluation rubrics and final reporting of City's grant programs (ongoing since FY19, FY21)
- Development of Dubuque Renaissance Project (ongoing with implementation in FY22)



DEI EDUCATION AND OUTREACH

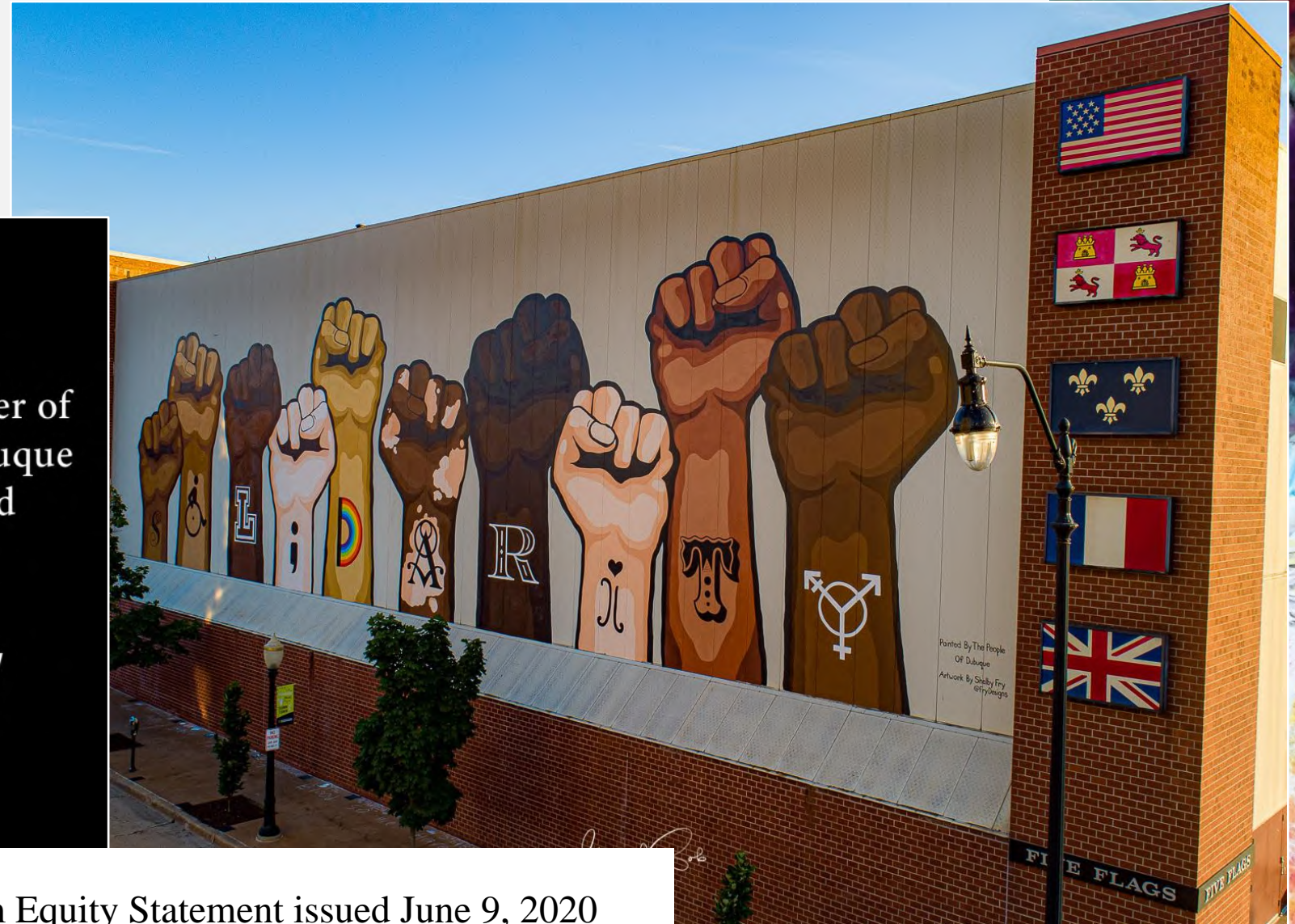
- Artist-in-Residence / Schools program by the Dubuque Arts Council
- Arts Trek partners Dubuque Museum of Art and Dubuque Symphony Orchestra with DCSD and Holy Family Schools providing every 2nd, 3rd and 5th grader in Dubuque with enrichment opportunities
- Low or no cost youth programs through Bell Tower Theater and Rising Star Theater Company
- Creative Aging and Lollipops & Music with Northeast Iowa School of Music
- Stories of diversity told through visual and performing arts multicultural programming at University of Dubuque, Clarke University, and Loras College



SOLIDARITY MURAL

“We can and will use the power of arts and culture to make Dubuque a more connected, just, and inclusive community.”

*City of Dubuque Arts & Cultural
Affairs Advisory Commission*



Excerpt from Equity Statement issued June 9, 2020



Austin, TX





Washington, DC





New York City, NY





Battle Creek, MI



Glasgow, Scotland

IDEATION & PLANNING

Designed by local artist, Shelby Fry

Produced by Voices Productions:

- Logistics, Fundraising

Collaboration with the City of Dubuque:

- City Manager's Office, Arts & Cultural Affairs, Leisure Services, Human Rights, Legal, Public Information

Conversation with:

- Fountain of Youth, Switching Places Foundation, The Dream Center, NAACP, Black Men's Coalition, Multicultural Family Center





IMPLEMENTATION & PARTNERSHIP

75 Community Painters

5 Additional Ground Crew Volunteers

Materials In-kind from Lowe's Home Improvement and Sherwin Williams

Meals In-kind from Dubuque Rescue Mission and Community Members

Support from Dubuque County Fine Arts Society, Five Flags, Gronen





S = Decorative only.

O = Formed by the wheel of a stylized version of the International Symbol for Access, intended to acknowledge cognitive and physical disabilities.

L = Decorative only with font choice referring to Dubuque's diverse college programs.

I = The semicolon, especially as a tattoo on the wrist, has come to serve as message of affirmation and solidarity in the awareness and prevention of suicide, depression, addiction, and other brain health issues.

D = The rainbow, turned on its side to form the 'D' intends to represent the LGBTQ+ community.

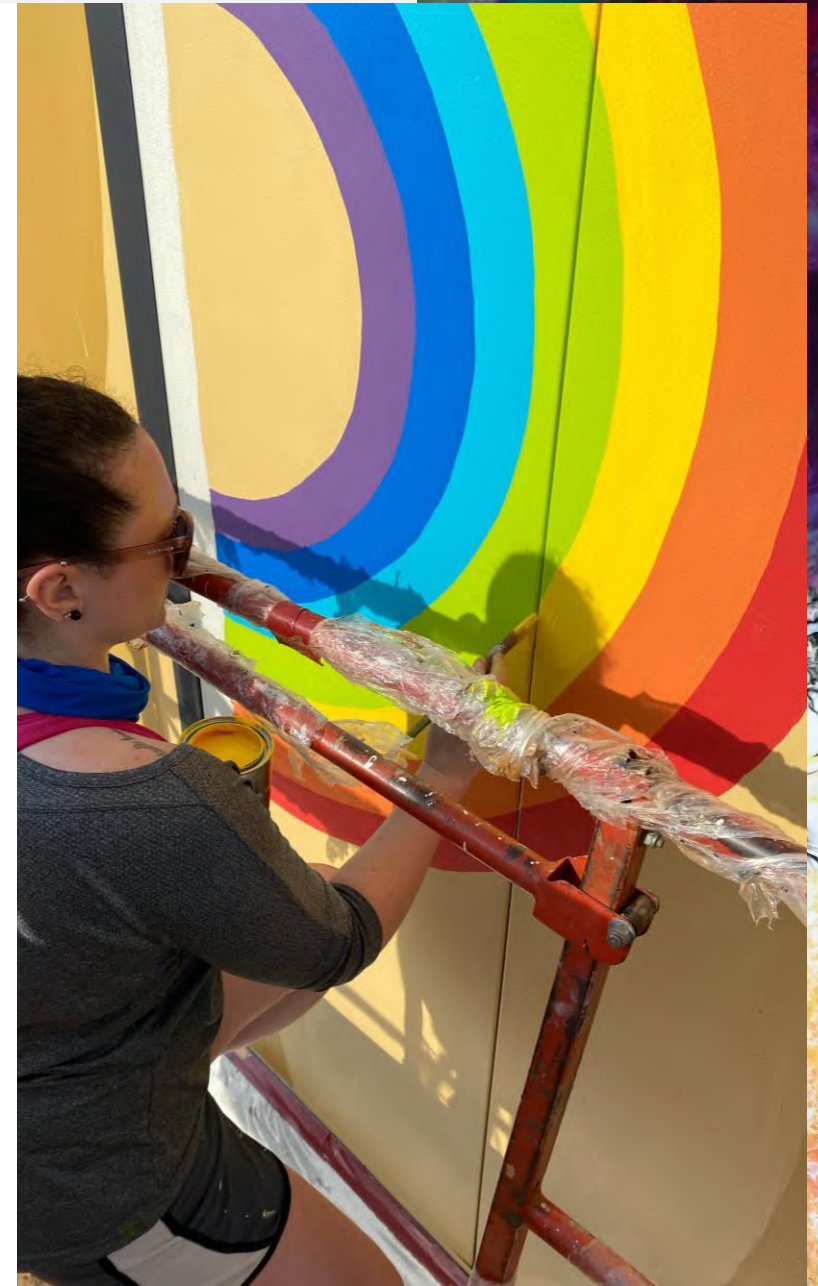
A = Decorative only.

R = Decorative only.

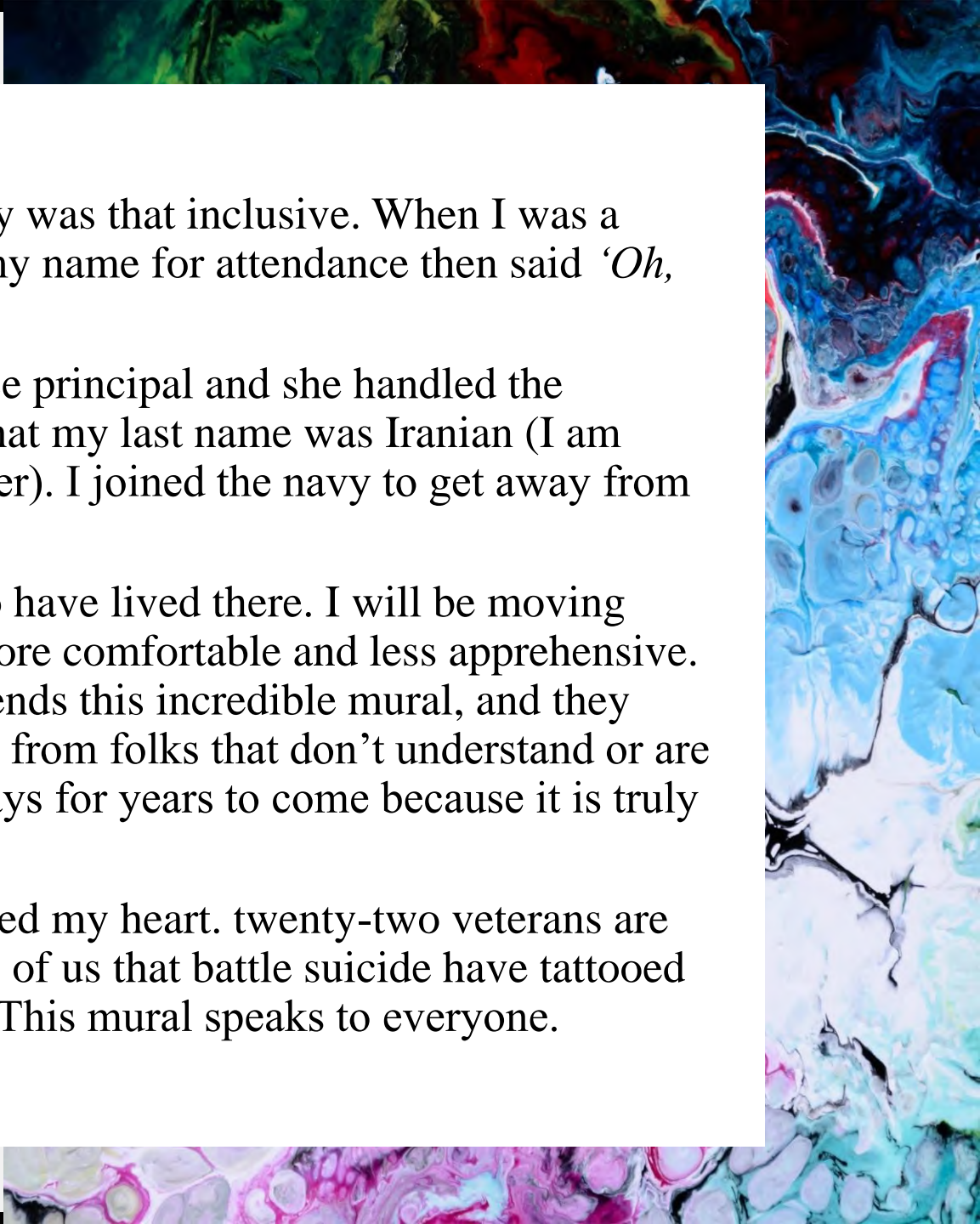
I = The heart, as a universal symbol for love, dots the I to incorporate love, positivity, and respect for all humans in the mural design. The staff of the I is a decorative font only.

T = Decorative only.

Y = Combining the symbols traditional used to represent male, female, and transgender, the Y intends to acknowledge all identifications along the gender spectrum.







I moved to Dubuque when I was 16 and never felt the city was that inclusive. When I was a sophomore at Dubuque senior, a substitute teacher read my name for attendance then said *'Oh, Iranian? Are you going to bomb the country?'*

Because of my last name. I was stunned, I went to the vice principal and she handled the situation. But prior to that none of my classmates knew that my last name was Iranian (I am Caucasian and don't look Iranian, but that shouldn't matter). I joined the navy to get away from that mentality.

This mural is absolutely beautiful and makes me proud to have lived there. I will be moving back to help my family soon, and this makes me much more comfortable and less apprehensive. I currently live in Dallas and have shown some of my friends this incredible mural, and they love it and want to visit. you're likely going to get emails from folks that don't understand or are blinded by what they've been taught. I hope the mural stays for years to come because it is truly wonderful.

As a veteran, the semicolon was the part that really touched my heart. twenty-two veterans are lost per day to suicide. the semicolon is some-thing many of us that battle suicide have tattooed on us. the semicolon reminds us that our story isn't over. This mural speaks to everyone.



An abstract artwork with vibrant, swirling colors including red, orange, yellow, green, and blue, resembling a marbled or liquid-painted effect, positioned on the right side of the page.

ARTS IN IOWA

Moving past history of strife, Dubuque community members join to paint 'SOLIDARITY' mural

Sierra A. Porter Des Moines Register

Published 4:01 p.m. CT Jul. 6, 2020 | Updated 7:16 a.m. CT Jul. 7, 2020

NEXT STEPS

Sharing of Mural description in English, Spanish, and Marshallese

Follow-up survey and conversation with mural participants and partners

Examine lessons learned from organic, grassroots nature of Solidarity Mural project

Planning, coalition building, and funding for Dubuque Renaissance Project



DUBUQUE AIRPORT TERMINAL

to be named after Captain Robert Martin



The background is a complex, abstract composition of various colors including red, yellow, green, blue, and purple. The colors are layered and textured, resembling a marbled paper or a digital collage. The text 'INTERGOVERNMENTAL RELATIONS' is overlaid in a bold, white, sans-serif font, centered horizontally and positioned in the lower half of the image.

INTERGOVERNMENTAL RELATIONS

Iowa State Legislature Reconvenes June 2020 – Close the session with Iowa Black Caucus Compromise

HF 2647 - Summary

Chokeholds - Limits the use of chokeholds by police in making arrest except in circumstances when deadly force is justified

Certification – Allows the Iowa Law Enforcement Academy Council to appoint Administrative Law Judges. Sets forth grounds for the revocation or suspension of an officer's certification. Allows the Council to set up a process for examining officers certified in another jurisdiction and include required disclosures about discipline and other matters.

Training – Requires law enforcement agencies to include training for officers on de-escalating situation and on preventing bias. Require Iowa Law Enforcement Association to establish training standards in consultation with the Civil Rights Commission and other groups

Attorney General – Allows the AG to prosecute officers for criminal offenses for actions that result in death, regardless of whether the county attorney requests assistance. Allow the AG to refer the case to ILEA for action on certification, instead of prosecution.

Looking ahead – January 2021 Iowa Legislature Reconvenes

Legislative agenda in progress may include:

- Addressing mandatory minimums and sentencing reform
- Enhance minority small business programs
- Expanding minority impact statements to all House and Senate legislation
- Ending hair discrimination in Iowa

Congressional Black Caucus Priorities passed in the House – languishing in the US Senate

- Reauthorization of the Voting Rights laws
- Increase in the federal minimum wage and protect workers' rights to organize
- Expansion of the earned income and child tax credits
- Criminal justice legislation following up on the First Step Act – with a start of ending mandatory sentencing and include collateral consequences of incarceration – providing access to tuition assistance, housing and licenses for trades earned in prison

Future CBC Efforts in Congress include:

- Establish a national commission to study reparations
- Establish a commission on the social status of black men and boys
- Remove confederate statues from the Capitol
- Legislation to provide improvements to public school facilities, help low income people access childcare and improve higher ed affordability by overhauling federal loan programs and expanding debt forgiveness
- Covid impacts – legislation to create a \$1.5 billion grant program for local organizations to address health care inequities

Summary of Speakers:

Collins Eboh, Organizational Equity Coordinator

Temwa Phiri, Community Engagement Coordinator

Mark Dalsing, Police Chief

Jill Connors, Economic Development Director

Jenni Petersen-Brant, Arts & Cultural Affairs Coordinator

Todd Dalsing, Airport Manager

Teri Goodman, Assistant City Manager



PAUSE

*for
questions*



NEXT STEPS & DISCUSSION

WHERE DO WE GO FROM HERE?

- Do we have a shared understanding of racial equity and effective strategies that might advance it?
- What does the data tell us?
- What performance measures should be prioritized?
- Who has power to affect these measures? What are the target outcomes?
- What programs or policies might we implement or change to reach these outcomes?

