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Obesity in Asian and Black women has been linked to experiencing racism.[10,11] There is also a positive correlation between anticipation of prejudice and increased psychological and cardiovascular stress among Latinas.

vulnerability."[25] The SDOH are central to the attainment of health equity: "where everyone has the opportunity to attain full health potential and no one is disadvantaged from achieving this potential because of social position or any other socially defined circumstance."[26] There are five key social factors in the SDOH: (1) economic stability (e.g. employment); (2) neighborhood and built environment (e.g. housing access); (3) health and health care (e.g. access to health care); (4) education (e.g. childhood education); and (5) social and community context (e.g. civic participation). In this report, we focused on whether the jurisdictions addressed factors 1-4.

In employment, Black "job seekers are expected to negotiate less than their white counterparts and are penalized in negotiations with lower salary outcomes when this expectation is violated."[27] In housing access, from 2004 to 2009, some banks disproportionately steered Blacks and Latinos into subprime loans when they qualified for conventional loans, leading to racial inequities in foreclosures during the mortgage crisis.[28] In health care, racial and ethnic minority groups have less access than whites to affordable health care and health insurance.[29] In childhood education, under "neutral" zero t

Washington, which began its racial equity work in 2004 with the creation of the Seattle Race and Social Justice Initiative. To address systemic racism and the SDOH, King County and Seattle, Washington created and used a number of methods, including the use of racial equity tools.

Racial equity tools go by a variety of names (e.g. racial equity impact statements/assessments, racial equity frameworks, racial equity indicators) and include training materials, toolkits, data indicators, and frameworks to guide leaders, employees, and community members in working towards racial equity and addressing the SDOH. "Racial equity tools are designed to integrate explicit consideration of racial equity in governmental decision-making, including policies, practices, programs, and budgets," and to provide a structure for institutionalizing racial equity.[37] Some governments created their own racial equity tools in the early 2000s to address racism and the SDOH, while recently some governments have begun to work with groups that use a range of racial equity tools to identify and ameliorate systemic racism as well as inequities in the SDOH factors of employment, housing, health care, and education.

Although there are a plethora of groups that have created racial equity tools, only two national organizations specialize in working with governments to address systemic racism and the SDOH: the Government Alliance on Race and Equity (GARE) and PolicyLink.[35,36] In fact, GARE was founded by people who held prominent leadership roles in places already doing racial equity work and using racial equity tools, while PolicyLink participated in the Place Matters initiative. GARE and PolicyLink have created racial equity tools designed to integrate the intentional consideration of systemic racism into government operations, including strategic planning, decision-making, policies, and practices.

Overall, these tools require policymakers to identify racial inequities, prioritize legal and policy reforms that address these inequities, and evaluate if and how policies and programs can disproportionately harm racial and ethnic minority groups. However, the use of tools can vary widely. For example, GARE uses the tool to work directly with governments to operationalize racial equity, while PolicyLink works with community organizations to create an equity profile of jurisdictions that shows the harmful impacts of racial inequity, which can then be used for policy change. There are multiple components of GARE and PolicyLink's racial equity tools, which are accessible on their websites, however, here we provide a brief overview of the foundational components of their tools.

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To help governments obtain racial equity within the organization and in governmental policymaking, GARE proposes six strategies:

1. Jurisdictions use a racial equity framework that clearly articulates racial equity, implicit and explicit bias, and individual, institutional, and structural racism.

2.

3.　　　　Racial inequities are not random; they have been created and sustained over time. Inequities will not disappear on their own. Tools must be used to change the policies, programs, and practices that are perpetuating inequities. New policies and programs must also be developed with a racial equity tool.

4.　　　　Measurement must take place at two levels – first, to measure the success of specific programmatic and policy changes, and second, to develop baselines, set goals, and measure progress towards goals. Use of data in this manner is necessary for accountability.

5.

In partnership with the University of Southern California's Program for Environmental and Regional Equity (PERE), PolicyLink developed the National Equity Atlas, which not only provides a report card on racial and economic equity,[39,40] but also includes a Racial Equity Index with indicators that "provides a snapshot of how well a given place is performing on racial equity compared to its peers — comparing cities to cities, regions to regions, and states to states."[41] Examples of these indicators used in the tool are listed in Table 1.

PolicyLink Racial Equity Index Indicator Examples, 2020

Median wages	Educational attainment	Commute time	Eliminate rent burden
Unemployment	Disconnected youth	Housing burden	Racial equity in income
Income inequality	School poverty	Car access	
Poverty	Air pollution	Neighborhood poverty	
Job and wage growth	Life expectancy		

Source: PolicyLink and the USC Equity Research Institute.

GARE and PolicyLink racial equity tools are significant not only because they illustrate the harms of racial inequity, but also because they offer a plan to begin addressing structural and institutional racism as well as the SDOH. The ways that racial equity tools fit into Figure 1 - System of Racial Inequity Model are shown in the Addressing Racial Inequity Model in Figure 2.

Addressing Racial Inequity Model, 2021

This model was produced by Ruqaiijah Yearby in 2021, summarizing the use of racial equity tools to address systemic racism and the social determinants of health. Copyright 2021 by Ruqaiijah Yearby.

GARE strategies and toolkit help jurisdictions understand how their "neutral" institutional practices and policies can reinforce racial hierarchies and impose substantial harms. For instance, after using the GARE racial equity tool in the succession planning for management hires, the first woman of color in over 20 years was promoted to a management position for the Madison, Wisconsin Metro Transit.[38]

PolicyLink's tool provides data concerning the SDOH, necessary to show how racial inequity harms us all. For instance, the PolicyLink equity profile for Minneapolis, Minnesota showed that although the area is one of the most prosperous in the United States, 16% of "white residents in the Minneapolis metro are economically insecure, compared to 57% of Black residents and 50% of Native American residents."[41] Thus, PolicyLink's A   y

In this study, we sought to answer three questions:

1. What jurisdictions (i.e. cities, towns, villages, and counties) are working with national racial equity tool organizations, and in particular, working with GARE and/or PolicyLink?

2. Are these jurisdictions enacting or modifying laws to address systemic racism and the SDOH, such as declaring racism as a public health crisis and minimum wage laws?

3. How has working with either GARE, PolicyLink, or both racial equity tool organizations resulted in governmental changes that address systemic racism and the SDOH?

Overall, we found that 107 jurisdictions were working with GARE and/or PolicyLink. Our study found that working with GARE and/or PolicyLink is a significant step in eradicating racial inequity because it shows a

The initial search of GARE and PolicyLink's websites garnered a list of 141 unique jurisdictions that seemed to be using racial equity tools. However, based on additional web research we excluded 34 of these jurisdictions from our final sample because we could not confirm their use of racial equity tools through their government's website and/or other online sources. In particular, we excluded jurisdictions when we could not find a point of contact for the jurisdiction's work with GARE and PolicyLink.

This left us with 107 jurisdictions—80 cities and 27 counties—working with GARE and/or PolicyLink racial equity tools (Table 2). More specifically, our research found that 77 jurisdictions are working with GARE, 11 are working with PolicyLink, and 19 are working with both GARE and PolicyLink.

List of 107 jurisdictions working with GARE and/or PolicyLink, 2019

State	GARE	PolicyLink	Both GARE & PolicyLink
Arizona		Phoenix	
California	Alameda County Beault of		

As shown in Table 3, most jurisdictions working with GARE and/or PolicyLink are located in cities (79 out of 107). This was true for those working only with GARE (50 out of 77), for those working only with PolicyLink (10 out of 11), and for those working with both GARE and PolicyLink (19 out of 19). Cities working with these organizations include 26 big cities, such as Portland, Oregon; Kansas City, Missouri; Chattanooga, Tennessee; and Cambridge, Massachusetts. They also include 47 small cities and counties and 34 midsize jurisdictions. These places range in size from Hopkins, Minnesota (population approximately 18,000) to the nation's largest city, New York City (population 8 million-plus). They also span from the west and east coast.

Jurisdictions working with GARE and/or PolicyLink (N=107), 2020

	A		A	
City*	50 (64.9)	10 (90.9)	19 (100.0)	79 (73.8)
County	26 (33.8)	1 (9.1)	0	27 (25.2)
District of Columbia	1 (1.3)	0	0	1 (0.9)
Northeast	3 (3.9)	2 (18.2)	4 (21.1)	9 (8.4)
Midwest	33 (42.9)	1 (9.1)	2 (10.5)	36 (33.6)
South	15 (19.5)	6 (54.5)	6 (31.6)	27 (25.2)
West	26 (33.8)	2 (18.2)	7 (36.8)	35 (32.7)

: Institute for Healing Justice & Equity and Center for Health Law Studies at Saint Louis University, 2019; Government Alliance on Race and Equity and PolicyLink, accessed 2019.
: GARE = Government Alliance on Race and Equity.
*Consolidated city-county jurisdictions were treated as a city for this study.

The 107 jurisdictions working with GARE and/or PolicyLink are spread across 26 states and the District of Columbia and are in all four regions of the country (Figure 3). Of these jurisdictions, 36 are in the Midwest, 35 are in Western states, 27 are in the South, and 9 are in the Northeast. The states with the most jurisdictions using racial equity tools are California (20), followed by Minnesota (19), and North Carolina (9). These numbers are not accidental as GARE has focused on building regional cohorts, that include both cities and counties, in California, Minnesota, and North Carolina. This work has resulted in clusters of jurisdictions in these states working with GARE and/or PolicyLink. For example, in Hennepin County, Minnesota, the county itself and eleven proximal cities are all working with GARE and/or PolicyLink.

There is also regional diversity in the number of jurisdictions working with either GARE, PolicyLink, or both. Most jurisdictions working only with GARE are located in the Midwest and the West, while a majority of jurisdictions working only with PolicyLink are located in the South. Jurisdictions working with GARE and PolicyLink are located primarily in the South and West (Figure 4).

. Jurisdictions working with GARE and/or PolicyLink, by state and region, 2020

: Institute for Healing Justice & Equity and Center for Health Law Studies at Saint Louis University, 2019; Government Alliance on Race and Equity and PolicyLink, accessed 2019.

The influence of working with GARE and PolicyLink on policy change was not clear from our initial online research, so we conducted a survey and a review of laws in those jurisdictions.

Racial Equity Tools Use Survey

For the survey, we had email information for individuals from 87 of the 107 jurisdictions who we contacted to participate in our study survey (Table 4).

List of 87 jurisdictions contacted to participate in the survey of racial equity tools use, 2019

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We received responses from 24 jurisdictions that provided us with new information about their work with GARE and/or PolicyLink as well as their use of racial equity tools. The survey gave us a broad sense of whether the 24 jurisdictions that answered were using racial equity tools and how they were using the tools. In particular, 17 of the 24 jurisdictions said that after using racial equity tools they had identified at least one of the SDOH and/or racial equity as priorities for changing laws and policies. More specifically, 12 prioritized policy change related to employment, 11 named race in all policies as a priority, 7 prioritized housing, 3 prioritized education, and 2 prioritized health care, as shown in Table 5.

List of 17 jurisdictions that identified the SDOH and/or racial equity as policy priorities, 2019

		A	A
California	Hayward		
Colorado	Boulder		
Iowa	Dubuque		
Maryland	Takoma Park		
Massachusetts	Brookline		
Michigan	Ann Arbor		
	Washtenaw County		
Minnesota	Minneapolis		
	Rochester		
	Roseville		
New York	New York		
North Carolina	Asheville		
Pennsylvania	Philadelphia		

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. Timeline of jurisdictions starting racial equity work as indicated by GARE, by state, 2000-2019

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Jurisdictions that declared racism as a public health crisis after starting racial equity work, by state and organization, 2020

State	Overall	GARE Only	Both GARE & PolicyLink
California	San Francisco	San Francisco	
Colorado	Denver		Denver
Massachusetts	Boston		Boston
Michigan	Ann Arbor Washtenaw County	Ann Arbor Washtenaw County	
Minnesota	Hennepin County Minneapolis	Hennepin County	Minneapolis
New York	New York		New York
North Carolina	Charlotte Durham County Mecklenburg County	Durham County Mecklenburg County	Charlotte
Pennsylvania	Pittsburgh		Pittsburgh
Washington	King County Tacoma	King County	Tacoma
Wisconsin	Dane County Madison Milwaukee County	Dane County Madison Milwaukee County	

: Institute for Healing Justice & Equity and Center for Health Law Studies at Saint Louis University; Government Alliance on Race and Equity and PolicyLink, accessed 2019; Institute for Healing Justice & Equity, Racism is a Public Health Crisis, 2020.

: GARE = Government Alliance on Race and Equity. A total of 17 jurisdictions started their racial equity work, as identified by GARE, prior to declaring racism as a public health crisis.

We also tracked the enactment or modification of minimum wage laws, which there is an evidence base that the law improves overall health, for the jurisdictions identified as working with GARE that had start dates.[43,44] We looked at a 30 year period of time for minimum wage laws to understand the impact of racial equity work on law and policy changes, which for some places began in 2000. We reviewed laws beginning in 1990 to get a sense of the legal landscape before racial equity work began and continued through 2020, when we completed our research. Our findings are in Figure 7 and Table 8.

Local minimum wage laws and state preemption for jurisdictions that started racial equity work (N=63), 1990-2020

: Institute for Healing Justice & Equity, 1990-2020 Minimum Wage Legal Mapping, 2021.

: GARE = Government Alliance on Race and Equity. A total of 17 jurisdictions that started racial equity work, as identified by GARE, enacted a local minimum wage law and was not preempted. A total of 29 jurisdictions that started racial equity work were preempted by the state from enacting local minimum wage laws. A total of 17 jurisdictions that started racial equity work had no local minimum wage law and were not preempted.

Minimum wage laws and state preemption for jurisdictions (N=63), 1990-2020

State	No Local Law (Not Preempted)	Enacted Local Law (Not Preempted)	Preempted Local Law
California	Alameda County, Elk Grove, Monterey County, Salinas, Santa Clara County	Berkeley, Hayward, Long Beach, Marin County, Oakland, Richmond, San Francisco, San Jose	
Colorado*	Boulder, Boulder County, Fort Collins	Denver	
**		District of Columbia	
Indiana			South Bend
Iowa			Dubuque, Iowa City
Maryland		Takoma Park	
Massachusetts		Boston	
Michigan			Ann Arbor, Grand Rapids, Macomb County, Washtenaw County
Minnesota	Bloomington, Minnetonka, Rochester, St. Anthony, Hennepin County	Minneapolis	Saint Paul
New York		New York	
North Carolina			Asheville, Carrboro, Chapel Hill, Charlotte, Durham, Durham County, Mecklenburg County, Orange County, Raleigh
Oregon			Lane County, Multnomah County, Portland
Pennsylvania			Lancaster, Pittsburgh
Tennessee			Knoxville
Texas			Austin, Dallas, San Antonio
Virginia	Richmond		
Washington	Tacoma***, Tukwila, Vancouver	King County, Seattle	Dane County, Milwaukee County
Wisconsin			Madison, Middleton

: Institute for Healing Justice & Equity, 1990-2020 Minimum Wage Legal Mapping, 2021.

*The state of Colorado preempted local minimum wage laws and then later repealed their preemption.

**The District of Columbia is treated as a jurisdiction and there is no corresponding state.

***Tacoma enacted a minimum wage law after beginning their racial equity work but repealed it after the state of Wa

In summary, based on the survey results and legal mapping, we found that a number of jurisdictions working with GARE and/or PolicyLink prioritized and enacted laws and policies to address systemic racism and the SDOH. Yet, the connection between working with GARE and/or PolicyLink and these changes was still not explicitly clear. Thus, we interviewed three jurisdictions working with GARE and/or PolicyLink to better understand the connection as well as their challenges and successes in addressing systemic racism and the SDOH.

"Progress is [often] in the context of failure," meaning that while failure may happen, if it is acknowledged and learned from, progress can be made. This sentiment was repeated by each of the interviewed jurisdictions. For example, one interviewee noted tha

This model was produced by Charysse Gibson, Crystal N. Lewis, and Ruqaiijah Yearby in 2021, illustrating the cycle of racial equity tool use in government.

King County, WA	2020 Budget connected to Racism as a Public Health Crisis Declaration
Seattle, WA	Participatory Budgeting Process, Participatory Budgeting Racial Equity Toolkit Worksheet
Philadelphia, PA	

King County, WA	"In 2015, [there was a] budget allocat[ion] for the establishment of an Office of Equity & Social Justice." "When setting up the FY21-2022 County budget [consideration was given to] investing away from systems that cause harm and investing in [the] community [instead]; a divest-and-invest strategy. [This strategy included having the] budget office participate with [the county's] pandemic and racism community advisory group." "Some departments [also] do an equity review of their entire budget."

Workplace Change

Each interviewed jurisdiction started small and then expanded when implementing and using racial equity tools. Philadelphia "approached [racial equity work] with small bites and did some pilot projects and [a few] in particular resonated well. It also established [racial equity] norms as a city so that [the work could] be long-lasting even after [the current] Mayor's [term]." The pilots really helped to [transform the work] "from a theoretical to a concrete perspective of what equity looks like and the value that it brings. [They] helped to make the case for pushing an equity lens citywide."
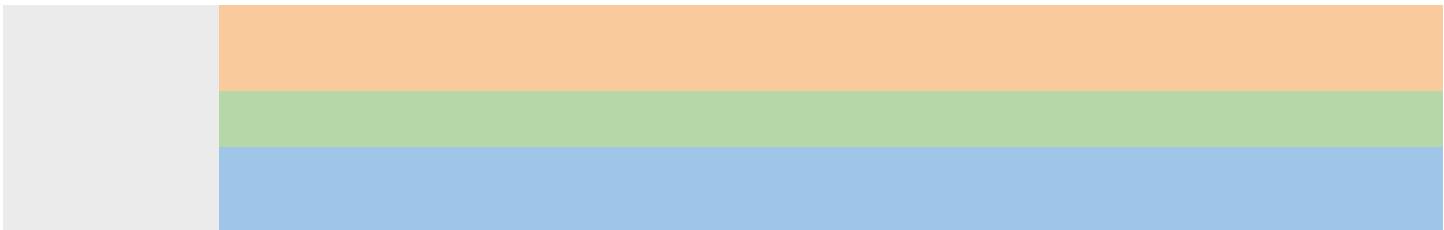
King County "started their cultural shift [by] asking each department to make commitments for advancing [racial equity] work." Then "each department did a little data work [to] understand the racial impact of their services [by] looking at the racial composition of each department's workforce and their clients. Each department then made commitments in areas that they felt they could pursue."
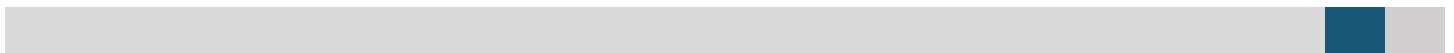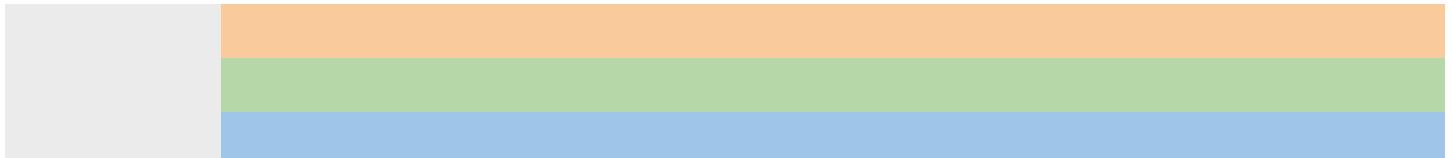
Seattle's work started small, but was supported by the city council, which was important. "[Having a positive racial equity statement and] tone [coming from] the top is very important … [because it provides] some criteria, some law, some best practice, and/or some professional organization saying this is how it [is] done."

Examples of documents that each jurisdiction uses to achieve workplace changes and quotes about their work are in Table 12.
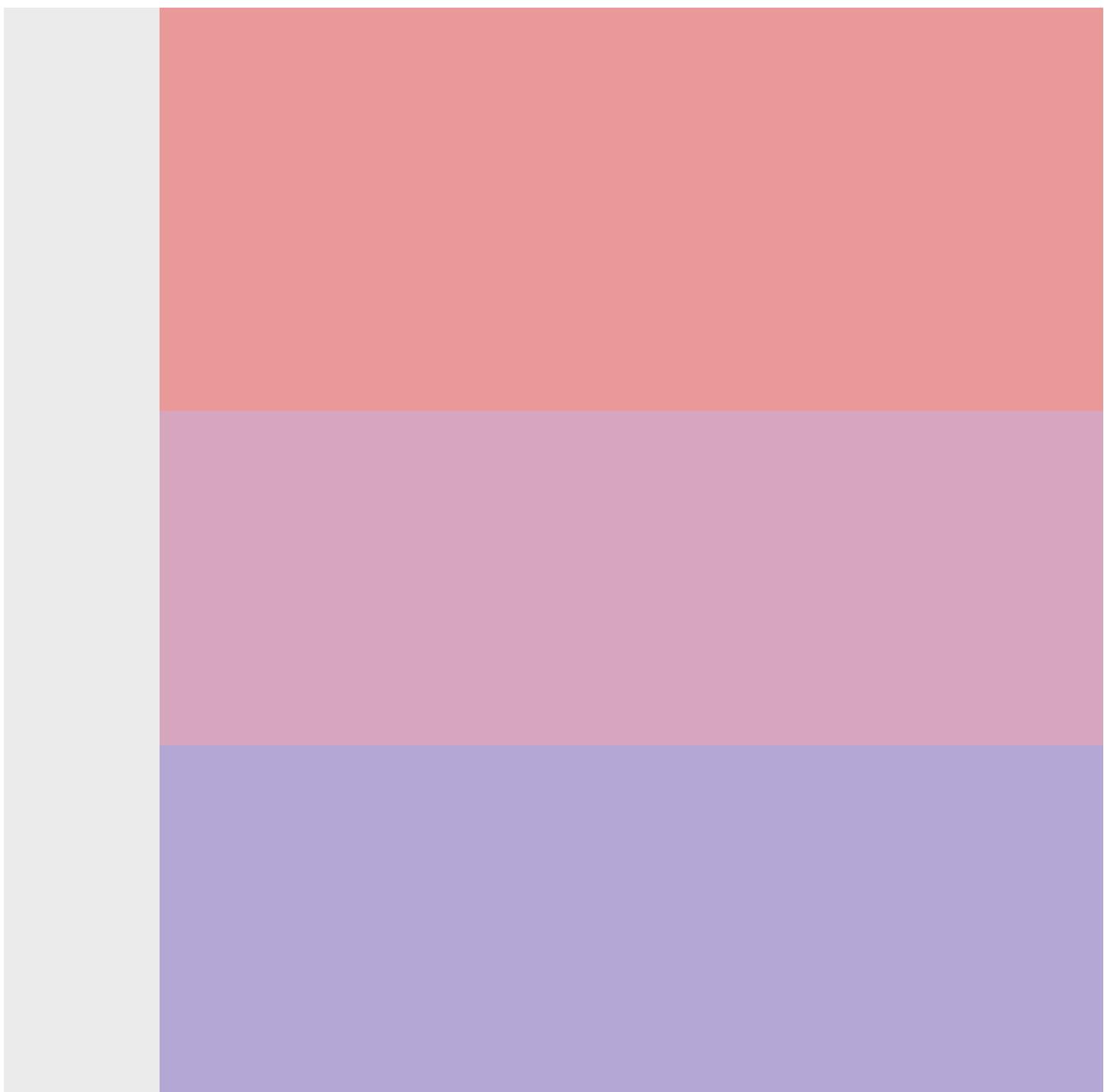
Workplace Change Examples from Interviewed Jurisdictions, 2020

King County, WA	Leading with Racial Justice, King County's Journey in Institutionalizing Equity and Social Justice
Seattle, WA	RSJI: Building a Relational Culture, RSJI: Why lead with Race?, RSJI: Organization Chart
Philadelphia, PA	Office of Diversity, Equity, & Inclusion, Workforce Diversity Profile Report, Employee Resource Groups

King County, WA	"We started really simply, [with] each department doing that data work of understanding the racial impact of their services, and then looking at the racial composition of their workforce and their clients."
	"A lot of work for leadership initially was to be out with employees, in large and small settings, in teams [and] focus groups. [The goal was just to] get this knowledge and application [across]."
	"Leadership realized that if people are not feeling respected and valued, then they are not going to be able to

changes, including enacting a racial equity ordinance and/or formally declaring racism as a public health crisis. Seattle and King County have also created budgetary documents and their own racial equity tools.

These foundational steps are key to change. However, each jurisdiction has faced challenges. Each jurisdiction has struggled with incorporating community input, ensuring that the data is complete, and buy-in from all stakeholders. Notwithstanding these challenges, each jurisdiction has achieved successes, including implementing racial equity plans, policies to address racial inequities in employment, and changes in laws and policies to address systemic racism and the SDOH.

This is the first study of its kind to catalog governmental efforts working with national groups, such as GARE and PolicyLink, to address systemic racism and the SDOH. Our findings from the study show that a diverse group of jurisdictions, in terms of the type of locality (i.e. cities and counties), size, racial demographics, and regional location are using racial equity tools created by GARE and PolicyLink. Survey and legal mapping results show that many of the jurisdictions using racial equity tools have prioritized policy change to address systemic racism and the SDOH.

Additionally, there is evidence from our interviews and surveys showing that using GARE and/or PolicyLink's racial equity tools has directly influenced changes to internal governmental policies and practices, which ultimately needs to happen be

jurisdictions were identified as working with GARE and/or PolicyLink between June 2019 through August 2019. GARE, PolicyLink, Google, governmental, and other search engines websites were utilized to collect the most robust, comprehensive, and current data on racial equity tool use by the aforementioned national organizations.

The survey of jurisdictions using racial equity tools was conducted through the online survey software, Qualtrics, and collected between September 2019 and November 2019. Of the 87 jurisdictions where individuals were contacted to participate in the survey, individuals from a t

pandemic also limited our ability to interview community members. Therefore, we cannot say how the community has been impacted by these governmental efforts.

More research is needed to assess how ongoing efforts to use racial equity tools results in law and policy changes that address systemic racism and the SDOH. The use of racial equity tools ¢ use of r   acial eq
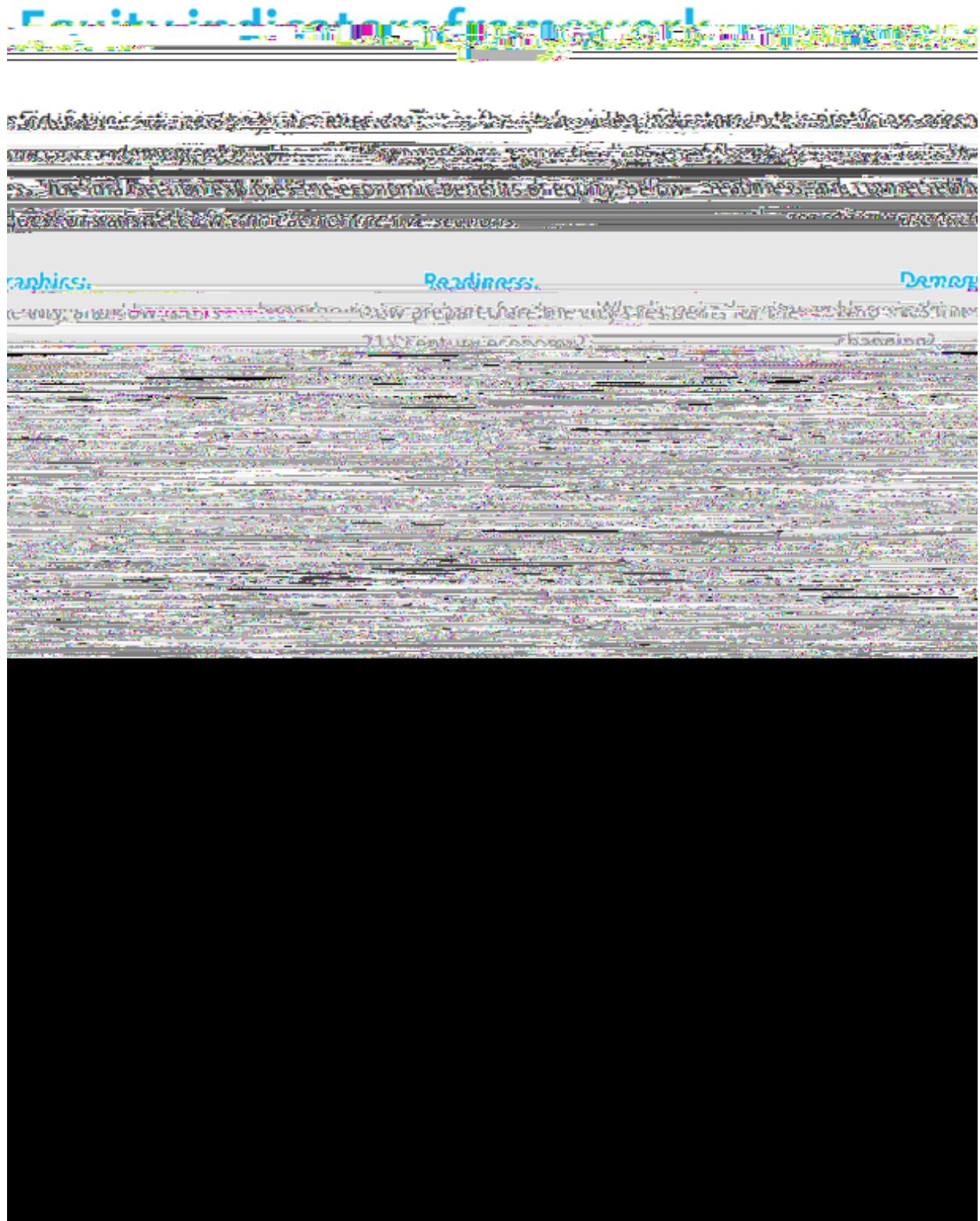
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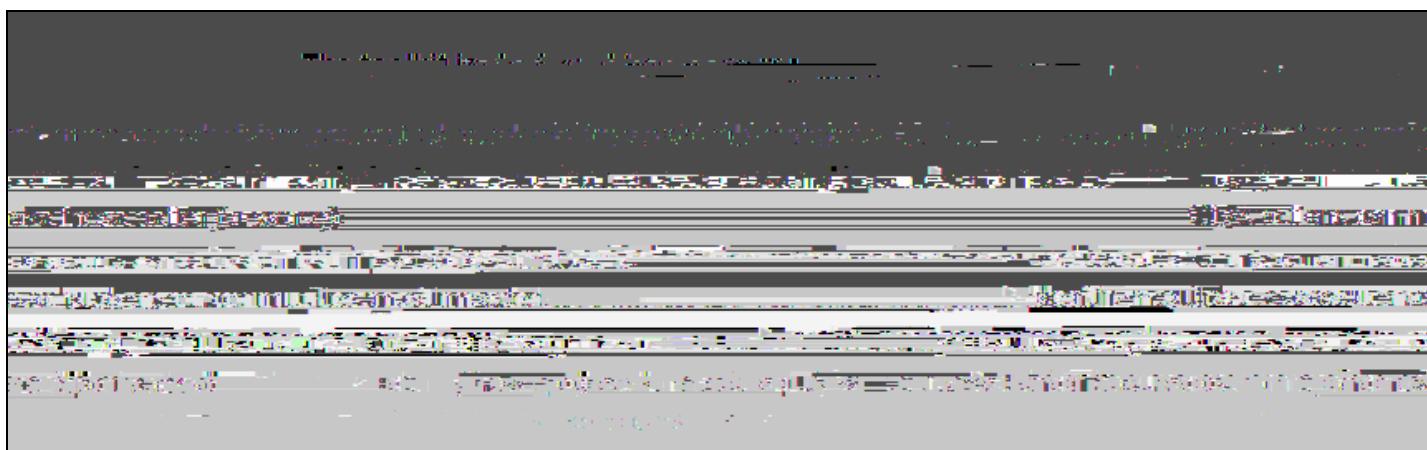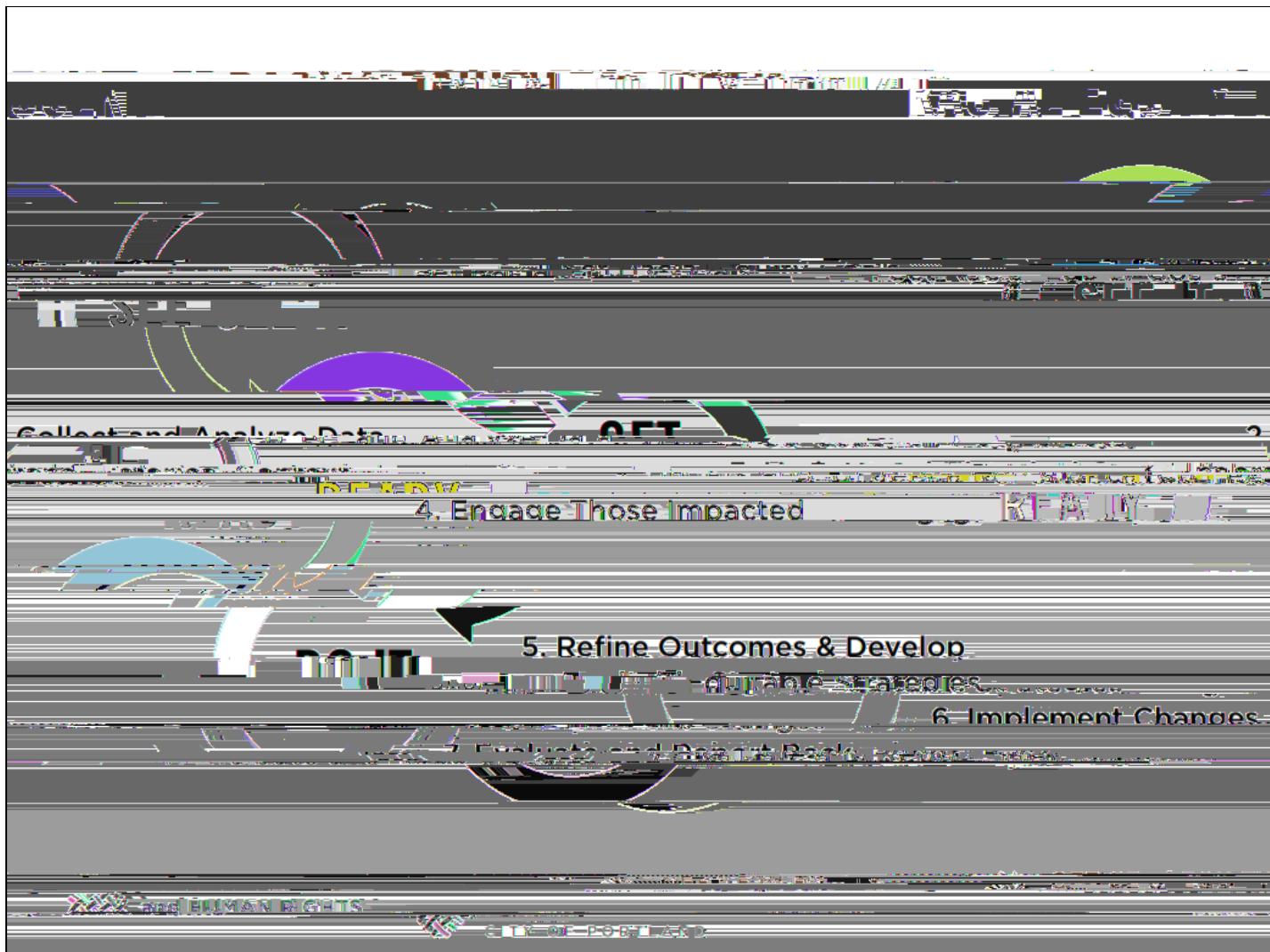
A. Example of the City of Buffalo, New York's use of PolicyLink racial equity tools

A . Example of the city of Philadelphia, Penns

RACIAL EQUITY

OFFICE OF EQUITY
and HUMAN RIGHTS

in government and achieving racial   The City of Portland is committed to eliminating institutional racism

and Historical Context. Research the history of racial injustice relevant to this proposal ... understand the root causes of disparities and which communities were impacted ...

3. **Underst**

...ningful strategies for engagement, identify   4. **Engage Those Most Impacted.** Commit to more mea...

...ake a plan for implementation and identify what resources are needed ...   6. **Implement Changes.** M...

A   . Example of King County's Shared Vision

A . City of Seattle, Washington's Racial Equity Toolkit