Minneapolis
City of Lakes

Racial Equity Framework for Transportation

March 6, 2023

EXECUTIVE SUMMARY

The development of the Racial Equity Framework for Transportation (REF) reflects both an acknowledgment of all the work ahead of us, as a people and as a City, as it relates to racial inequity, and it also underscores the importance of focusing on and addressing disparate racial outcomes in order to improve the lives of the people who call Minneapolis home. Transportation is a part of everyone's daily life, and we know that current outcomes, as a result of past decisions and practices, have fallen short for many residents of color in Minneapolis. The REF upholds this truth while outlining tangible steps to improve everyday transportation decisions going forward, as well as related health and economic outcomes, for the approximately 175,000 people of color living in Minneapolis.[1]

The City of Minneapolis defines equity and racial equity as:
- Equity: fair and just opportunities and outcomes for all people
- Racial equity: the development of policies, practices and strategic investments to reverse racial disparity trends, eliminate institutional racism, and ensure that outcomes and opportunities for all people are no longer predictable by race.[2]

Work to define equity specific to transportation was advanced through the development of the [20 Year Street Funding Plan](#) (2016) and has been an on-going conversation and guiding force for transportation work in the City since that time. The summer of 2020 underscored the importance of equity, and racial equity in particular, when George Floyd was murdered on a city street and our streets were transformed into important places of community gathering and collective action, during the middle of a global pandemic. The ultimate goal of this work is to use the REF as a catalyst to improve racial equity outcomes in Minneapolis by investing in transportation, elevating existing and forging new partnerships, and uplifting the voices of those who have been historically excluded from decision-making processes.

[1] US Census Bureau Decennial Census, 2020
[2] City of Minneapolis City Council [definitions](#)

The REF showcases the Department's existing equity work and introduces new approaches to developing goals, metrics, conducting engagement and evaluation, and brings it all into one framework to support the institutionalization of this knowledge and practice. Existing work that informs the REF includes policy guidance established in the Strategic and Racial Equity Action Plan, Minneapolis 2040, the Blueprint for Equitable Engagement, the 20 Year Street Funding Plan, and the Transportation Action Plan (TAP). Progress Strategy 1 in the TAP calls for the City to implement a Racial Equity Framework for Transportation.

Major elements of the REF

1. An acknowledgment of historic harms and current transportation-related inequities related to transportation in Minneapolis.

2. Four goals that guide the direction of the Framework

   - *Build organizational empathy*
   - *Lead with a racial equity approach*
   - *Build trust, cultivate partnerships, and share power with communities of color*
   - *Hold ourselves accountable to data-driven reporting and adjustments*

3. 24 strategies and 64 actions across the 4 goals to outline how we will make visible, meaningful improvements to how we do transportation work in Minneapolis, and in the outcomes we see for our residents of color

4. The creation of Transportation Equity Priority areas, which replaces the previous use of Areas of Concentrated Poverty (ACP) and Areas of Concentrated Poverty with majority residents of color (ACP50)[3] as the standard way to define geography-based equity areas for transportation efforts in Minneapolis

5. A publicly available Minneapolis Transportation Equity Dashboard that allows people to explore:

   - *Maps and detailed information related to the history of transportation policies and projects in Minneapolis*
   - *Maps of the individual data layers that comprise the Transportation Equity Priority Areas*
   - *Disaggregated data by race relevant to transportation work in Minneapolis*

This framework was developed in partnership with community, and it is a living tool meant to be updated over time as Department staff learn from its application and use. Thank you to all who lent their voice to this process, and for investing in a relationship with City staff as we work to achieve more, together.

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[3] ACP50s are Areas of Concentrated Poverty with more than 50% residents of color, originally promoted by the Metropolitan Council as a geographic measure of equity. For more on the move away from ACP50s, see Rethinking Areas of Concentrated Poverty storymap.

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INTRODUCTION

The City of Minneapolis works to improve racial equity outcomes by developing and implementing policies, practices, and strategic investments to reverse racial disparity trends, eliminate institutional racism, and ensure that outcomes and opportunities for all people are no longer predictable by race.

Historic disinvestment, discriminatory policies, and design decisions have had disparate impacts on the people of Minneapolis. Practices such as racial covenants prevented Black, Indigenous and other people of color (BIPOC), in Minneapolis and across the nation, from owning homes and building wealth. Redlining resulted in segregated neighborhoods and stigmatized areas with high populations of immigrants and BIPOC. The construction of I-94 and I-35W displaced thousands of Minneapolis residents, many of whom were residents of color, and tore neighborhoods apart.[4]

These decisions and policies continue to have tangible effects on the socioeconomic, environmental, and public health outcomes of people of color in our city today. We see stark disparities between Black and white[5] homeownership in Minneapolis and one of the lowest Black homeownership rates in the United States.[6] Nearly half of the freeway length in Minneapolis passes through areas that were redlined (despite redlined areas making up 17% of the land area in Minneapolis);[7] disproportionately exposing many communities of color to multiple sources of pollution and higher rates of asthma.

In summer of 2020, in the aftermath of the murder of George Floyd, the City's Department of Public Works staff examined our own practices through a racial equity lens as the Department was completing the Transportation Action Plan (TAP). The TAP is the 10-year action plan to guide future planning, design, and implementation of transportation projects for all people however they choose to move around. Through the TAP, a clear path to implement the Racial Equity Framework for Transportation (REF) (see TAP Progress Strategy 1) was identified, moving the Department forward to envision and work to use transportation as a lever to create a city where racial disparities cease to exist. The REF serves as our guide to create transportation policies, practices, and systems that benefit all people.

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[4] Human Toll Exhibit, Hennepin History Museum, Fair Compensation? Greg Donofrio, August 17, 2020.

[5] In the REF Black is capitalized while white is not. This approach is consistent with and rationale detailed in the AP Style Guide, Columbia Journalism Review, the New York Times and explained in The Atlantic article "The Case for Capitalizing the 'B' in Black".

[6] National Public Radio, Minneapolis Ranks Near The Bottom For Racial Equality Greg Rosalsky, June 2, 2020.

[7] University of Minnesota Law School Institute on Metropolitan Opportunity, Redlining in the Twin Cities in 1934: 1960's and Today
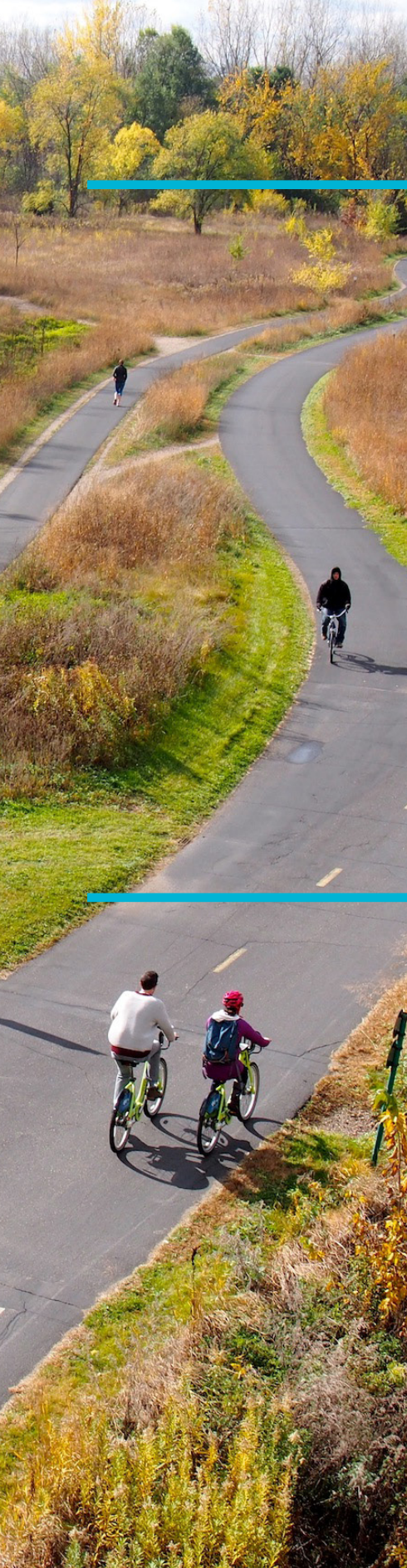
What is the Racial Equity Framework for Transportation?

The REF is a document that identifies community-informed racial equity strategies and actions to implement through 2030, aligning with the time frame established in the TAP. It is the culmination of work that began in the summer of 2020 during the drafting of the TAP. In July 2020, the Minneapolis City Council declared racism a public health emergency.[8] This resolution outlines citywide goals related to reversing the legacy of racist policies and practices in the city. The work to incorporate this in planning, designing, building and maintaining street and other transportation projects is a part of building an active, anti-racist culture in the City of Minneapolis.

Transportation equity commitment

Minneapolis is committed to creating an equitable transportation system for all people.

Transportation equity means the benefits and burdens of transportation systems, services and spending are fair and just, which historically has not been the case. Transportation equity requires ensuring underserved communities, especially Black, Indigenous and People of Color, share in the power of decision making.[9]

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[8] City of Minneapolis Legislative Information Management System, Racism as a public health emergency (2020-00717).

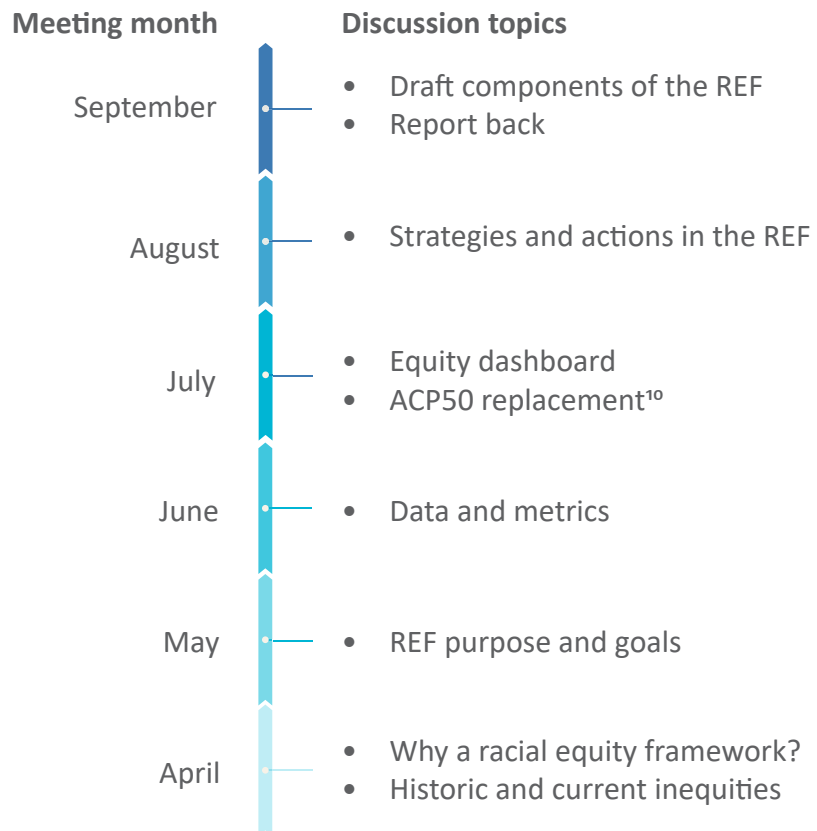[9] This equity commitment is adapted from MnDOT's definition of transportation equity found in their Statewide Multimodal Transportation Plan (Appendix H, pg. 3).

Informed by community

Community input played a central and crucial role in the development of the REF. We partnered with the [Cultural Wellness Center](#) (CWC) to form and facilitate a Community Equity Workgroup (CEW) who served as important collaborators in developing this framework. Members represented a diverse cross section of residents and people with ties to various cultural communities in Minneapolis. The CEW members were compensated for their time and expertise via a grant through the American Cities Climate Challenge administered through the Cultural Wellness Center (see Appendix A for more details).

The CEW met in-person six times over a six-month period in 2022 to discuss, review, and refine key components of the REF. We began each convening with a meal provided by the CWC, allowing members to meet with one another and build connections outside of the prepared agenda. Members shared personal experiences as well as direct feedback that resulted in a stronger REF.

Meeting month	Discussion topics
September	• Draft components of the REF • Report back
August	• Strategies and actions in the REF
July	• Equity dashboard • ACP50 replacement[10]
June	• Data and metrics
May	• REF purpose and goals
April	• Why a racial equity framework? • Historic and current inequities

[10] Areas of concentrated poverty with more than 50% residents of color.

Ties to existing efforts

Existing City policies and plans laid the groundwork for the REF. The City's TAP establishes goals to guide transportation decisions within a 10-year horizon. The TAP called for the creation of the REF in Progress Strategy 1 to tie the transportation work of the Department to citywide efforts to eliminate racism and achieve racial equity. The REF also complements and builds on other TAP strategies, including Progress Strategy 2 "build trust and achieve greater outcomes through equitable engagement" and Progress Strategy 3 "create transparent and accountable measures for evaluation of plans, programs, and projects."

Other citywide plans such as the comprehensive plan Minneapolis 2040 set goals to eliminate socioeconomic and racial disparities and to create an equitable civic participation system. The Strategic and Racial Equity Action Plan, which built on Minneapolis 2040, established priorities that focus on the City's internal processes and how departments function. The Racial Equity Impact Analysis (REIA), created by the then Division of Race and Equity, helps City staff, departments, elected officials, and community members consider racial equity outcomes in the development of programs, policies, and processes. The REF builds from the goals of the REIA to provide racial equity guidance specifically for transportation plans, programs and projects within Public Works.

The Transportation Equity Priority (TEP) score was developed as a part of the REF, which replaces the use of ACP50 as the equity metric for transportation plans, programs and projects in Public Works. This score will be included in the forthcoming update to the 20 Year Streets Funding Plan and will impact how we develop our Capital Improvement Program, which defines which projects the City will construct in the coming years.

Goals to guide the REF

The REF represents a commitment on the part of Public Works to support the City's vision of eliminating racism and achieving racial equity. The REF is guided by four goals with associated strategies and actions that we will pursue to advance racial equity in transportation.

1. **Build organizational empathy** – Develop shared language and understanding among Public Works staff on the importance of racial equity and how that focus impacts all parts of transportation work – from budgeting to planning, design, construction, operations, and maintenance.

2. **Lead with a racial equity approach** – Guide the engagement, evaluation, and implementation work of transportation plans, programs and projects.

3. **Build trust, cultivate partnerships, and share power with communities of color** – Clearly define strategies and processes to engage diverse communities, increase collaboration, and identify ways to measure positive change and impact.

4. **Hold ourselves accountable to data-driven reporting and adjustments** – Use data that shows results by race in transportation planning, projects, prioritization, and evaluation, tracking and sharing results with community and partners along the way.

These goals are rooted in the Transportation Action Plan, refined by Public Works staff, and affirmed and improved by the Community Equity Workgroup (CEW). Goal 1 was drafted through conversations within the REF project team as a needed internal component to complement the other three goals. Goals 2 through 4 align with the actions and strategies outlined in the Progress section of the TAP. During the CEW meetings, Public Works staff presented drafts of these goals and received feedback from the work group members, which then informed the final version of the goals.

GOALS

Goal 1: Build organizational empathy

Working towards equity requires a shared understanding among staff on the importance of racial equity. We cannot assume that we are using the same terms to refer to the same issues. Developing a shared language allows Public Works staff to be able to comfortably and directly speak about topics concerning race and equity, and to understand how Public Works' actions directly impact racial equity. Building organizational empathy requires action and transformation across all parts of transportation work and it requires us to have a deep understanding of our communities' needs.

Goal 2: Lead with a racial equity approach

Goal 2 is guided by Progress Strategy 1 of the TAP, which calls for Public Works to collaborate with the community and other City stakeholders to develop a racial equity approach and to institutionalize it while working on plans, programs and projects. A racial equity approach includes acknowledgment of past and current harms of governmental actions on communities of color, including direct harm from transportation projects and indirect harm through affordability, displacement and opportunities for wealth building. Leading with this approach means intentionally crafting strategies and actions to rectify these harms so that these communities can thrive. It also ensures that racial equity is considered from the start and throughout each step of a plan, program or project as it progresses in and with the community.

Goal 3: Build trust, cultivate partnerships, and share power with communities of color

Goal 3 was developed based on TAP Progress Strategy 2: "Build trust and achieve greater outcomes through equitable engagement," with a recognition that equitable engagement requires trust, partnerships, and power sharing with communities of color. Community members have their own lived experiences with Minneapolis' transportation networks, and this expertise should help to guide transportation decision-making. Due to past and current government actions, there is often a distrust among people of color of engagement efforts, project development and decision-making processes, the intent of decisions, and/or the people involved: this goal directs Public Works staff to do the internal and external work to rebuild this trust. The recommended strategies and actions for this goal will help the Department cultivate partnerships in a way that shares power with communities of color and highlights the expertise that these diverse communities hold.

Goal 4: Hold ourselves accountable to data-driven reporting and adjustments

Goal 4 was developed based on TAP Progress Strategy 3: "Create transparent and accountable measures for evaluation of plans, programs and projects." Tracking progress is crucial to ensuring that Public Works continues to advance racial equity in all of the department's transportation work and allows us to course correct where needed. Sharing results publicly during and after a project helps us build trust and accountability with community members and partners.

HISTORIC AND CURRENT INEQUITIES

Introduction

Achieving equity in transportation means that the quality of the transportation networks in the city creates fair and just opportunities and outcomes for all people. In Minneapolis, historic exclusion from government-led processes, disinvestment in certain communities, and insensitive design have all contributed to the inequities that persist today. To rectify these systemic injustices, both past and present, we must reconsider and invest in our transportation system through a deep commitment to racial equity – providing just outcomes for all people in the city, and outcomes that are not predictable by race.

The Twin Cities Metro area has transformed into one of the best urban areas in the nation when it comes to employment, homeownership, low poverty rates, and per capita income. However, not all have benefited from this growth.[11] In terms of disparities between white residents and residents of color, the Twin Cities metro area is the third-worst in the nation for employment rate, worst for homeownership and low poverty rates, and fifth worst when it comes to per capita income.[12] These devastating metrics, while not specific to transportation, are influenced by the transportation system and have profound implications for how, when, how safely, and where people travel in Minneapolis. To learn more about how these disparities came to be, explore the Transportation Equity Dashboard.

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[11] Washington Post Minneapolis had progressive policies, but its economy still left black families behind Tracy Jan, June 30, 2020.

[12] Minneapolis 2040, Goal 1, Eliminate disparities.

Acknowledgment of past harms

The City of Minneapolis acknowledges that the transportation system and government-supported decisions have underserved, excluded, harmed and overburdened some communities, namely Black and Indigenous communities, other communities of color, and people with disabilities. We understand that these past decisions have denied these communities the full participation of transportation benefits, which has led to disproportionate burdens.[13]

A brief history of the land and people of Minneapolis

Minneapolis, like every city in the United States, is impacted by the genocide of Indigenous Peoples,[14] slavery, and colonization. The city of Minneapolis rests on the traditional homeland of the Dakota People, who stewarded it for millennia before unfairly ceding it to the United States in the Treaties of 1837 & 1851.[15] Only six years after the Dakota Land Cession Treaties,[16] the Supreme Court's 1857 decision in *Scott v. Sanford*[17] took place on Minnesota soil. It formally stripped African Americans of the right to any protection from the federal government or courts – deeming it unconstitutional to bar or limit slavery from a Federal territory.[18]

Minneapolis has a long history of immigration.[19] Social services, family-based petitioning, and strong cultural identities have ensured that the city has remained a destination for many immigrants to this day, but not all immigrants have received the same welcome or been able to share in the same benefits afforded to many other residents. The effects of racism, colonialism, ableism, and other forms of discrimination and trauma continue to be felt by residents of Minneapolis to this day, especially by Black, Indigenous, and other residents of color.

Photo courtesy of Minnesota Historical Society

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[13] This acknowledgment is adapted from the MnDOT acknowledgment developed for the 2022 draft Statewide Multimodal Transportation Plan (Appendix H, pg. 3).

[14] University of Minnesota Holocaust and Genocide Studies US-Dakota War of 1862.

[15] Why Treaties Matter: an exhibit of the Minnesota Indian Affairs Council, Relations: Dakota & Ojibwe Treaties.

[16] Why Treaties Matter: an exhibit of the Minnesota Indian Affairs Council, 1851 Dakota Land Cession Treaties.

[17] Dred Scott vs. Sanford, 1857, National Archives.

[18] Dred Scott vs. Sanford was overturned by the 13th and 14th Amendments to the United States Constitution, National Archives.

[19] Since the 19th century, Minneapolis has seen countless waves of immigrants, but not all of these have been welcome. Until the 1970's, most immigrants coming to Minneapolis hailed from Germany, Norway and Sweden but also included Chinese immigrants and Jewish immigrants from Russia. Today, our largest immigrant groups are from Mexico, India, Laos, Somalia, and Vietnam. Today in the Twin-Cities metro area, one in four children has at least one immigrant parent.

The sections below explore discriminatory policies and practices starting at the turn of the twentieth century. We acknowledge that we have left out significant and traumatic chapters in Minneapolis' history. What is written here is not meant to be an exhaustive or comprehensive overview of the land and settlement of people of Minneapolis; there are significant gaps in our ability to acknowledge and articulate historic harms and current inequities in this document. This brief framing merely provides a way to give context to the ramifications of the past and its role in shaping the backdrop of our transportation systems today.

Historic inequities in Minneapolis

Housing and lending policies and practices

The history of segregation and redlining practices in Minneapolis can be traced from the early 1900's. Economic prosperity in the 1920's resulted in a housing boom in Minneapolis, increasing the city's footprint as its boundaries spread further south. New neighborhoods sprung to life in response, many of which specifically included restrictions to keep out anyone who was not white. Racist language was written into deeds of homes in certain areas, worded as crudely and blatantly as, "Premises shall not be sold, mortgaged, or leased to or occupied by any person or persons other than the members of the Caucasian race."[20]

These first racial restrictions on deeds were called racial covenants, and they were a legal and systematic method used to exclude people of color from living in certain parts of a city. The first racial covenants[21] in Minneapolis were written in 1910 in the Longfellow and Lynnhurst neighborhoods. While no longer legally enforceable, many of these are still in place in the deeds to Minneapolis homes today. This process was endorsed by the federal government; starting in the 1930s the Federal Housing Administration required racial covenants be included in any project receiving federally backed financing. Not until 1948 were such covenants declared unenforceable by the U.S. Supreme Court, and covenants enforced by social pressure were commonplace until 1968 when the Fair Housing Act banned the practice.[22]

Photo courtesy of Minnesota Historical Society

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[20] MinnPost, With covenants, racism was written into Minneapolis housing. The scars are still visible. Greta Kaul, Feb 22, 2019.

[21] University of Minnesota Mapping Prejudice Project

[22] Minneapolis' Just Deeds Project offers free services to help property owners remove racial covenants from their properties' legal title.

In the 1930s, the Home Owners Loan Corporation (HOLC) mapped major cities across the country. This process became known as redlining from the color-coding of HOLC maps. HOLC maps aided banks by classifying the risk of lending to certain neighborhoods. The stated purpose was to guide real estate investment, but it was primarily based on the racial and ethnic makeup of residents. Classification favored segregated neighborhoods with only white residents. Areas with high populations of immigrants and people of color were shown in red and rated "hazardous". Well beyond the end of such practices, the system had left its mark on Minneapolis.[23]

Redlining and racial covenants significantly limited mobility and wealth acquisition for people of color starting in the 1930s. Accumulating wealth by buying a home was difficult as a person of color regardless of income level – a reality that is reflected in homeownership rates in Minneapolis today. According to the Census Bureau, about 25% of Black families in Minneapolis are homeowners (one of the lowest homeownership rates in the country) compared to 75% of white families (one of the highest homeownership rates in the country).[24] Minneapolis was reported to have the largest homeownership gap in 2018 and the third largest gap in 2020 between Black and white residents.[25] The disparity in homeownership rates has led to a wealth gap that has increased over time, as homeownership has allowed (predominately) white families to grow their wealth while that same opportunity was denied to (predominantly) Black families who were forced out of the housing market. Household income, while not the same as wealth, continues to be significantly lower on average in neighborhoods that were redlined in the 1930s.[26]

"It now seems apparent that public officials and policy makers, especially at the state and local level, used expressway construction to destroy low-income and especially black neighborhoods in an effort to reshape the physical and racial landscapes of the postwar American City." - Raymond Mohl, from the Poverty and Race Research Council[27]

In 1956, the creation of the U.S. Interstate Highway System began in earnest with the Federal government offering to pay 90% or more of the cost of construction including land acquisition. Elected officials and highway planners used the money to accomplish "blight

Photo courtesy of Minnesota Historical Society

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[23] University of Minnesota Law School Institute on Metropolitan Opportunity, Redlining in the Twin Cities in 1934: 1960's and Today

[24] The Washington Post Racial inequality in Minneapolis is among the worst in the nation Christopher Ingraham, May 30, 2020.

[25] The Washington Post, Racial inequity in Minneapolis is among worst in the nation Christopher Ingraham, May 20, 2020. 2020 gap follows Madison, Wisconsin and Scranton, Pennsylvania.

[26] National Community Reinvestment Coalition HOLC 'Redlining' Maps: The Persistent Structure of Segregation And Economic Inequality, Bruce Mitchell, PhD and Juan Franco, March 20, 2018.

[27] Poverty and Race Research Action Council The Interstates and the Cities: Highways, Housing and the Freeway Revolt Raymond Mohl, January 1, 2002.

removal" goals, tearing through communities of color that had seen disinvestment due to redlining and other practices. By 1970, more than one million people had lost their homes to freeway construction in the U.S.[28]

Minneapolis was no exception. Due to discriminatory housing policies and racist real estate practices, data from the 1960 Census shows that Black residents lived primarily in five neighborhoods across Minneapolis with two of the largest communities in North Minneapolis and in South Minneapolis,[29] then known as "old Southside." In 1956, highway engineers in Minneapolis had selected three possible routes through South Minneapolis for the location of Interstate 35W; the one chosen bisected old Southside.[30] The Minnesota Highway Department used the state's power of eminent domain to condemn and cheaply acquire close to 1,000 properties in order to build I-35W through old Southside.[31] Much like old Southside, 80% of Saint Paul's African American population once lived in the Rondo neighborhood. Rondo was also devastatingly bifurcated when the construction of I-94 tore the community in half.[32]

The construction of Interstates in the Twin Cities displaced an estimated 25,000 people, from neighborhoods that were home to 80% of the region's Black population.[33] The interstates were built on and through Black communities and served as barriers between those who remained and white neighborhoods. The highways continue to be a physical barrier for people walking and biking, and even driving, today.

Current disparities in Minneapolis

Transportation safety disparities

A range of current inequities are experienced by residents of color in Minneapolis that build upon the historic disparities experienced in the city. Almost half of the High Injury Streets in Minneapolis are located within communities with large concentrations of poverty and a high

Photo by Earl Seubert 1972, courtesy of Hennepin County Library's Star Tribune photo collection.

[28] MinnPost, With covenants, racism was written into Minneapolis housing. The scars are still visible. Greta Kaul, Feb 22, 2019.

[29] University of Minnesota Mapping Prejudice Project

[30] Minneapolis' Just Deeds Project offers free services to help property owners remove racial covenants from their properties' legal title.

[31] University of Minnesota Law School Institute on Metropolitan Opportunity, Redlining in the Twin Cities in 1934: 1960's and Today

[32] The Washington Post Racial inequality in Minneapolis is among the worst in the nation Christopher Ingraham, May 30, 2020.

[33] The Washington Post, Racial inequity in Minneapolis is among worst in the nation Christopher Ingraham, May 20, 2020. 2020 gap follows Madison, Wisconsin and Scranton, Pennsylvania.

percentage of residents of color. While the areas with the highest TEP score (TEP areas 1 and 2) only contain 20% of city streets, they include 49% of High Injury Streets. In addition, while 28% of Minneapolitans live in TEP areas 1 and 2, 43% of severe and fatal crashes occurred in these neighborhoods from 2017-2021.[35]

Disparities also exist when we look at traffic deaths in Minneapolis by race and ethnicity. While Native American residents comprise 1% of the Minneapolis population, they represent 4% of people killed in vehicle crashes and 5% of people killed in pedestrian and bicycle crashes between 2011 and 2019.[36] Black residents are also overrepresented in fatal vehicle crashes in Minneapolis. While only 19% of the total population, they represent 26% of people killed in fatal vehicle crashes from 2011-2019.[37]

Transportation mobility disparities

Not all people have the same access to quality transportation choices. Disparities exist in average commute times[38] as well as vehicle access[39] for white residents in Minneapolis versus residents of color.

The average commute time for all workers increased between 1990 and 2019 for all Minneapolis residents.[40] However, while the average 2019 commute time for white residents was 23 minutes, it was 24 minutes for BIPOC residents and 27 minutes for Black residents.[41] That is an additional 40 minutes per week, or about 35 additional hours per year that Black residents are spending trying to get to work.[42] This disparity is exacerbated when looking at the commute times of residents who are using transit. While the average commute time for white residents who take transit in Minneapolis is 33 minutes, it is 40 minutes for BIPOC residents, and 47 minutes for Black residents.[43] On average, BIPOC residents are spending an additional 61 hours per year commuting via transit compared to white residents.[44] Black residents in Minneapolis are spending an additional 120 hours commuting via public transit every year when compared to white residents on transit. Assuming an eight hour workday and a five day work week, that's 15 additional days of work, or three full weeks of work spent commuting every year compared with white residents.[45]

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[34] 2020-2022 Vision Zero Action Plan, Figure 10: High Injury Streets.

[35] 2020-2022 Vision Zero Action Plan, Figure 10: High Injury Streets.

[36] 2020-2022 Vision Zero Action Plan, Figure 10: High Injury Streets.

[37] 2020-2022 Vision Zero Action Plan, Figure 10: High Injury Streets.

[38] National Equity Atlas, Commute Times, 2019.

[39] National Equity Atlas, Car Access, 2019.

[40] National Equity Atlas, Commute Times, 2019.

[41] National Equity Atlas, Commute Times, 2019.

[42] The average daily commute for white residents is 46 minutes compared for 54 minutes for Black residents. An 8 minute per day difference results in 40 additional minutes per week. Annual difference was calculated with the formula ((40x52)/60). This assumes a five day workweek and 52 weeks in a calendar year.

[43] National Equity Atlas, Commute Times, 2019.

[44] Figure was calculated using the formula (((14x5)52)/60. This equals a 14 minute difference per day.

[45] Figure was calculated using the formula (((28x5)52)/60. This equals a 28 minute difference per day.

Commute times for Minneapolis residents shifted in 2020 due to the COVID-19 pandemic. The pandemic created a stay-at-home economy that resulted in two tiers of society. Although the pandemic allowed many "non-essential" workers to eliminate their daily commute altogether, many "essential" workers didn't have the same opportunity.[46] This resulted in amplified hardships where Black and Latinx people were more likely to be unemployed due to the impacts of COVID-19, but were also overrepresented among "essential" workers who were forced to continue commuting to their jobs - often putting them at far greater risk of exposure to the virus.[47]

Vehicle availability is another important metric when considering current transportation inequities in Minneapolis. Income and wealth disparities caused by racially discriminatory practices and policies continue to make an impact today. In Minneapolis, while only 12% of white residents live without access to a vehicle, that number jumps to 29% for BIPOC residents and 36% for Black residents.[48]

Environmental justice

The construction of Interstate 35W was accompanied by a series of environmental consequences, many of which persist today. Formerly redlined areas comprise 17% of Minneapolis' land but include 48% of the total miles of freeway.[50] The residents who remain near these freeways suffer the effects of concentrated emissions, decades of toxic lead and continuing pollutants including particulate matter. Exposures to nitrogen dioxide levels, as one indicator, are 38 percent greater nationally for neighborhoods of color than in white neighborhoods;[51] Minnesota is the state with the 15th worst exposure gap between people of color and white residents.[52] Transportation infrastructure also impacts residents' exposure to lung-damaging particulate matter.[53] People who live within a quarter mile of a highway (like 35W or I-94) or an arterial road (like Lake Street) are more likely to experience "childhood asthma, impaired lung function, premature death and death from cardiovascular diseases and cardiovascular morbidity.[54] Air pollution impacts people with asthma or other cardiovascular diseases more than others; as asthma is more common in Black, Native

Photo by Josh Hild, courtesy of Pexels.

[46] Think Global Health, The Color and Gender of COVID: Essential Workers, Not Disposable People Catherine Powell, June 4, 2020

[47] Think Global Health, The Color and Gender of COVID: Essential Workers, Not Disposable People Catherine Powell, June 4, 2020

[48] National Equity Atlas, Car Access, 2019.

[49] University of Minnesota Law School Institute on Metropolitan Opportunity, Redlining in the Twin Cities in

[50] 1934: 1960's and Today.

[51] University of Minnesota College of Science and Engineering, Groundbreaking nationwide study finds that people of color live in neighborhoods with more air pollution than whites.

[52] MPR News Study: Vehicle pollution greater in minority neighborhoods Lorna Benson, April 15, 2014.

[53] Center for Disease Control and Prevention, Residential Proximity to Major Highways 2013.

[54] American Lung Association Living Near Highways and Pollution.

American, and Hispanic populations,[55] these populations are more likely to experience negative effects of air pollution. Many of these individual-focused climate impacts are a result of and/or amplified by historic inequities created by our transportation system.

Past redlining policies are also linked to acute differences in neighborhood temperatures - another persistent climate challenge linked to race.[56] In Minneapolis, the neighborhoods that are the most impacted by urban heat island effects today are closely associated with areas rated "hazardous" and "declining" on the redlining maps from the 1930s.[57] Land use and street design decisions have led to more impervious surfaces and less green cover in certain areas of the city; even today, neighborhoods in Minneapolis can face a 10 degree difference[58] in heat depending on green coverage. This temperature difference is especially important as summer temperatures rise due to climate change. Extreme heat events will become increasingly common, and they present a risk of heat-related illness or even death.[59] The danger of high temperatures is worse for residents who are unhoused; have diabetes or asthma; work outside; bike, walk, or take transit to get around; and the elderly. Beyond dire health and safety outcomes, high temperatures may prevent people from choosing active commute methods. An equitable transportation system can improve the quality of life and help reverse the disparities experienced by overburdened communities across the city. It is critical that our city has a transportation system that allows all people the opportunity to thrive. A transportation system that works for everyone is one that increases access to places and opportunities, fosters positive health outcomes, and reverses the disparities experienced by communities across the city.

Explore the Transportation Equity Dashboard to learn more about the history of Minneapolis, why we need transportation equity, and how we are defining equity through data.

Photo by Josh Hild, courtesy of Pexels.

55   Center for Disease Control and Prevention, Most Recent National Asthma Data 2020.

56   Twin Cities Habitat for Humanity, Race and Housing Series: Urban Heat Islands 2020.

57   Sahan Journal, It's been a hot, dry summer in the Twin Cities, but not all neighborhoods are hit equally Andrew Hazzard, August 9, 2021.

58   National Geographic Racist housing policies have created some oppressively hot neighborhoods Alejandra Borunda and Riley D Champine, September 2, 2020

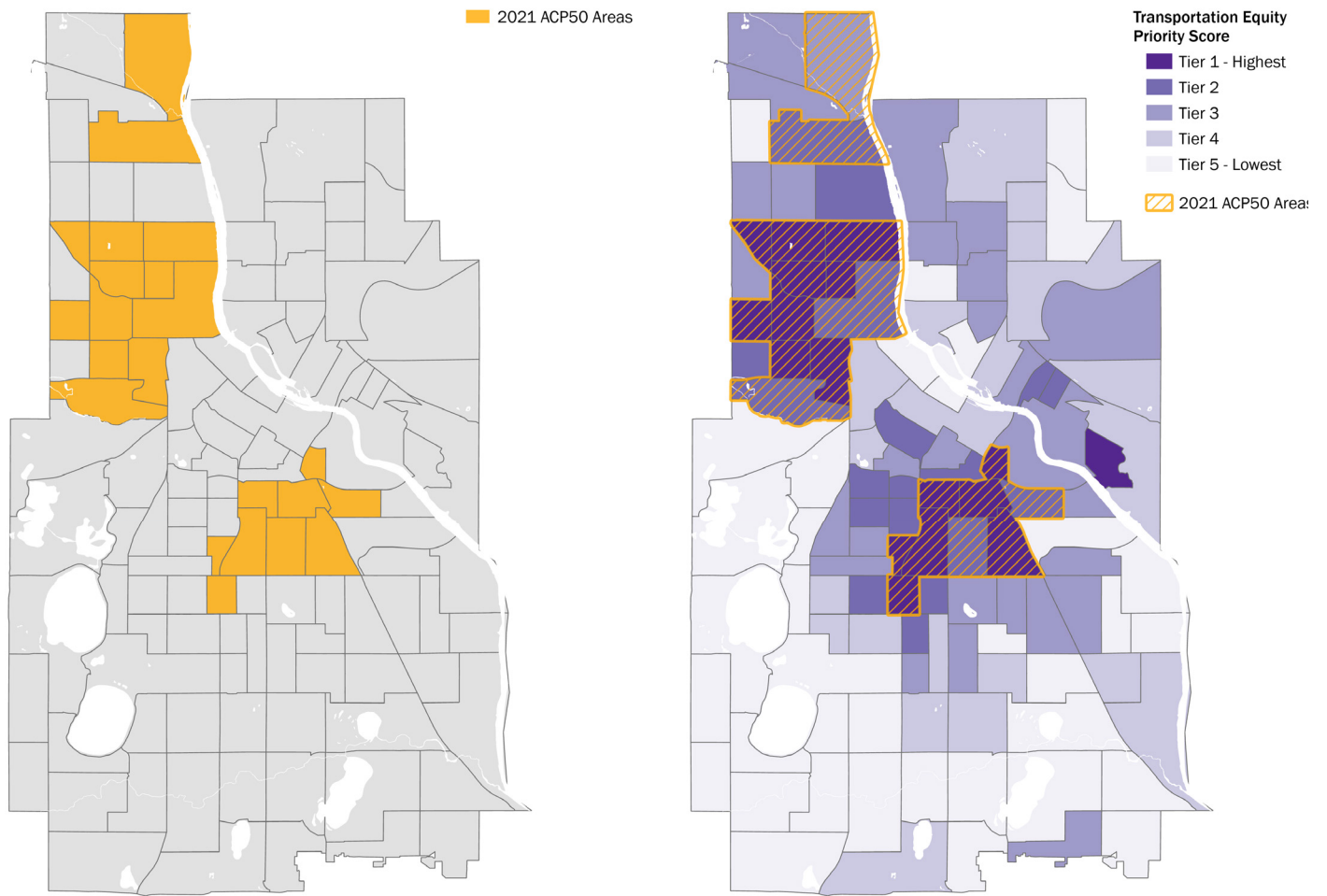59   Minneapolis Climate Action Plan 2013, pages 1 and 5.

TRANSPORTATION EQUITY PRIORITY AREAS

DEFINING GEOGRAPHIC-BASED EQUITY AREAS

The Transportation Action Plan called out the need to re-evaluate how we identify geographic areas to prioritize from an equity-lens in transportation planning and programming (Progress Action 1.5). The current practice uses areas of concentrated poverty with majority people of color (ACP50), or sometimes areas of concentrated poverty (ACP), for such focus. As a part of creating the REF, Public Works staff have developed a replacement for the ACP50 designation: Transportation Equity Priority (TEP) areas. TEP will replace ACP50 and ACP as the standard way to consider geography-based transportation-related equity in Minneapolis once the Racial Equity Framework is adopted. This work is in alignment with the Metropolitan Council's move away from ACP50 designation.[60]

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[60] Metropolitan Council Rethinking Areas of Concentrated Poverty Matt Schroeder, Krysten Ryba-Tures & Amy Plambeck, October 8, 2020.

Comparing ACP50 areas with Transportation Equity Priority (TEP) areas

2021 ACP50 Areas

Transportation Equity Priority Score
- Tier 1 - Highest
- Tier 2
- Tier 3
- Tier 4
- Tier 5 - Lowest
- 2021 ACP50 Areas

2021 ACP50 areas*

TEP score with ACP50 overlay

* The Metropolitan Council last updated its ACP50 map in 2019. The map shown here was created by applying ACP50's methodology and demographic thresholds to 2021 Census data.

Moving away from ACP50: The concept of ACP50s creates a link between race and poverty that is not founded in data and reinforces stereotypical associations between BIPOC and poverty. Designating ACP50 areas fails to sufficiently examine related historical systems and structural harms, including policies like redlining and the racist transportation planning practices resulting in the intentional routing of freeways through historic communities of color. Furthermore, ACP50 areas create a 'benefits cliff' throughout the city whereby residents who live just outside these areas (or in areas with similar racial and/or economic characteristics) are not able to access the benefits of infrastructure investments that may be prioritized within ACP50 areas. It designs an in-or-out binary that fails to recognize the complex patterns of neighborhood development and the reality that various forms of inequities are experienced by communities that may fall just outside the boundaries of an ACP50 designation.

Adopting Transportation Equity Priority (TEP): In an effort to move away from the challenges associated with the ACP50 designation, the TEP score considers a broader range of demographic, socioeconomic, and other factors. These factors are weighted to reflect the relative importance of each factor in contributing to transportation equity. The resulting TEP scores for Census tracts across the City are grouped into five tiers, with the highest scoring census tracts designated TEP tier 1, the next-highest scoring as TEP tier 2, and so on through the lowest scoring census tracts which are designated TEP tier 5. The sections below describe how the TEP score is calculated from two subscores (Base Equity and Equity+) and the factors that contribute to each.

Two subscore methodology: The Transportation Equity Priority score results from adding two component subscores. The first score is a Base Equity score that could be used more broadly citywide for other efforts not specific to transportation. It consists of four factors relating to race and income, which are given point values and then given a weight and added together. The second score, called Equity+, consists of data that plays a critical and more nuanced role in transportation equity. Equity+ includes data on transportation, the environment, and potential users/ population density. While this subscore can also be used citywide, its focus on equity data related to transportation make it a good candidate for efforts that specifically focus on transportation.

The TEP score is the sum of the two subscores and is used to prioritize areas as described above. It is a tool to identify geographic based equity priority areas that can be used to help shape investments, infrastructure, operations, maintenance or other transportation work and decisions citywide. While the Equity+ score components play a crucial role in adding nuance and depth to the way in which

transportation projects, plans and programs consider equity, the weighting of the TEP score is designed so that the final score is more responsive to Base Equity factors. This results in a final TEP score that takes transportation data into consideration while still prioritizing race and income.

Base Equity subscore and components: The Base Equity subscore is comprised of data related to both race and income. At the core, both categories of data are critical in establishing equity priority areas in Minneapolis. The impacts of poverty are disproportionately felt by residents of color in Minneapolis. Although 20% of all residents live below 100% of the federal poverty threshold, that number jumps to 41% for Black residents and 34% for people of color (compared to 12% for white people).[61] Although 26% of residents live in a high poverty neighborhood (where at least 40% of residents live below the federal poverty threshold) this number rises to 48% for Black people and 38% for people of color (compared to 17% for white people).[62] The Base Equity score includes data on race as well as three different income levels, accounting for those living on the very low and very high end of the income spectrum.

Equity+ score and components: The Equity+ score comprises three broad categories of data, all of which impact outcomes for residents citywide. This includes transportation, environmental and other demographic data. Not all people have the same access to transportation and people of color spend longer on their commutes than white residents which has been cited in studies as a predictor of economic inequity.[63] To design, build, operate and maintain an equitable transportation system, it is imperative that we focus on underserved communities that are in need of expanded, improved, safer and more affordable mobility options. The Equity+ score emphasizes transportation by including two datasets (access to a vehicle and average commute time) that create an explicit link to our work and add nuance to the way we map equity citywide. In addition, the Equity+ score considers environmental data as a reflection of the environmental justice considerations that are tied to transportation investments as well as population density. It highlights the link between transportation planning, programming and design with transportation outcomes, environmental justice, and people citywide.

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[61] National Equity Atlas, Poverty in Minneapolis, MN.

[62] National Low Income Housing Coalition Population Living in High-Poverty Neighborhoods Almost Doubles since 2000 August 15, 2015.

[63] The New York Times Transportation emerges as crucial to escaping poverty Mikayla Bouchard, May 7, 2015.

Transportation Equity Priority Areas map

Transportation Equity Priority Score

- Tier 1 - Highest
- Tier 2
- Tier 3
- Tier 4
- Tier 5 - Lowest
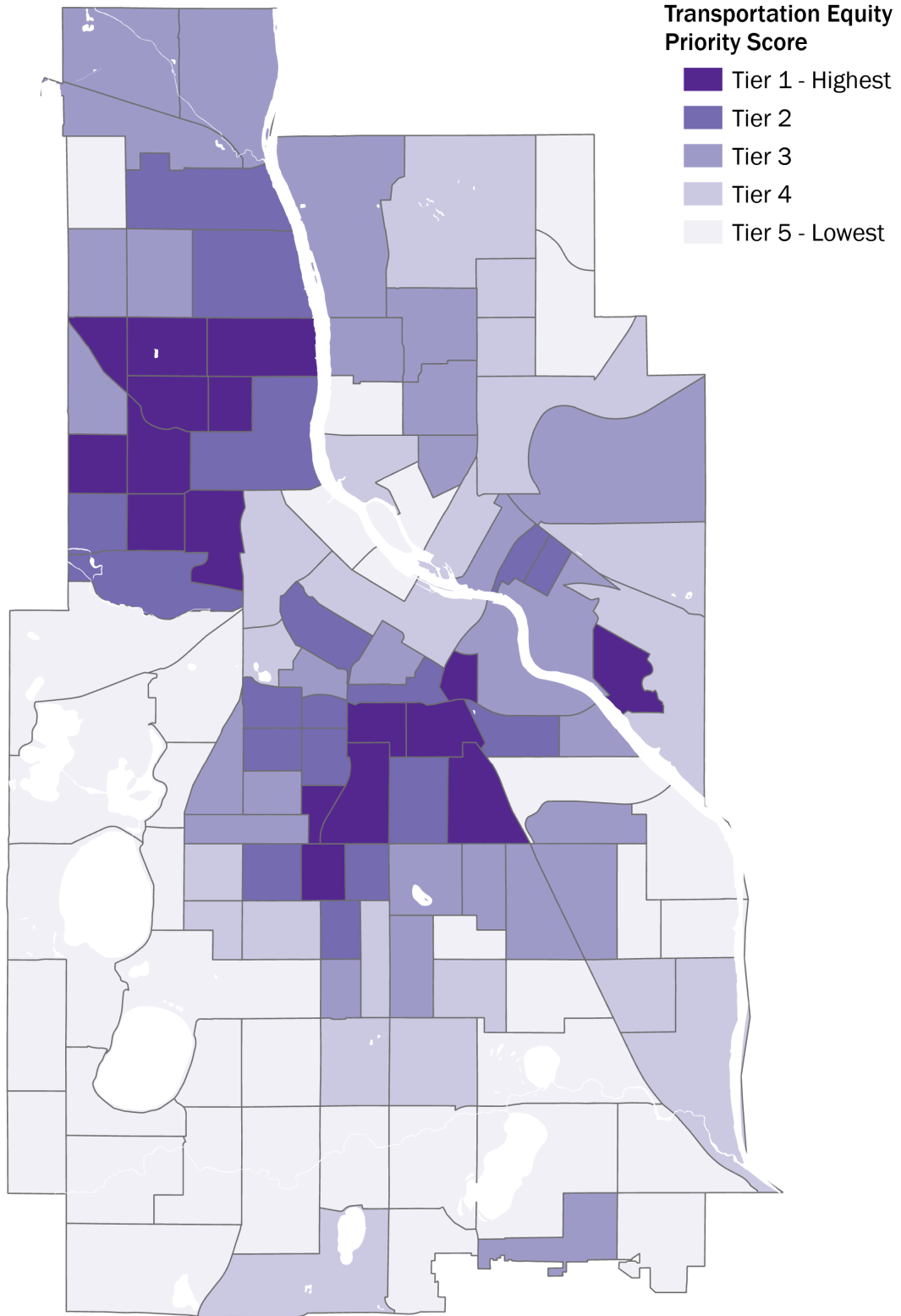
Transportation Equity Priority score table

Transportation Equity Priority (TEP) Score	Points
Base Equity Score	100
Residents of color	60
Lowest-income population	20
Lower-income population	10
Lack of concentrated affluence	10
Equity+ Score	50
Vehicle availability	15
Commute time	15
Land temperature	10
Population density	10

A citywide map of each dataset can be found in Appendix D.

Transportation Equity Priority score diagram

Transportation Equity Priority (TEP) score
150 PTS

Base Equity
score
100 PTS

Equity+
score
50 PTS

Residents of Color — 60 PTS

Lowest-Income Population — 20 PTS

Low-Income Population — 10 PTS

Lack of Concentrated Affluence — 10 PTS

15 PTS — Vehicle Availability

15 PTS — Commute Time

10 PTS — Land Temperature

10 PTS — Population Density
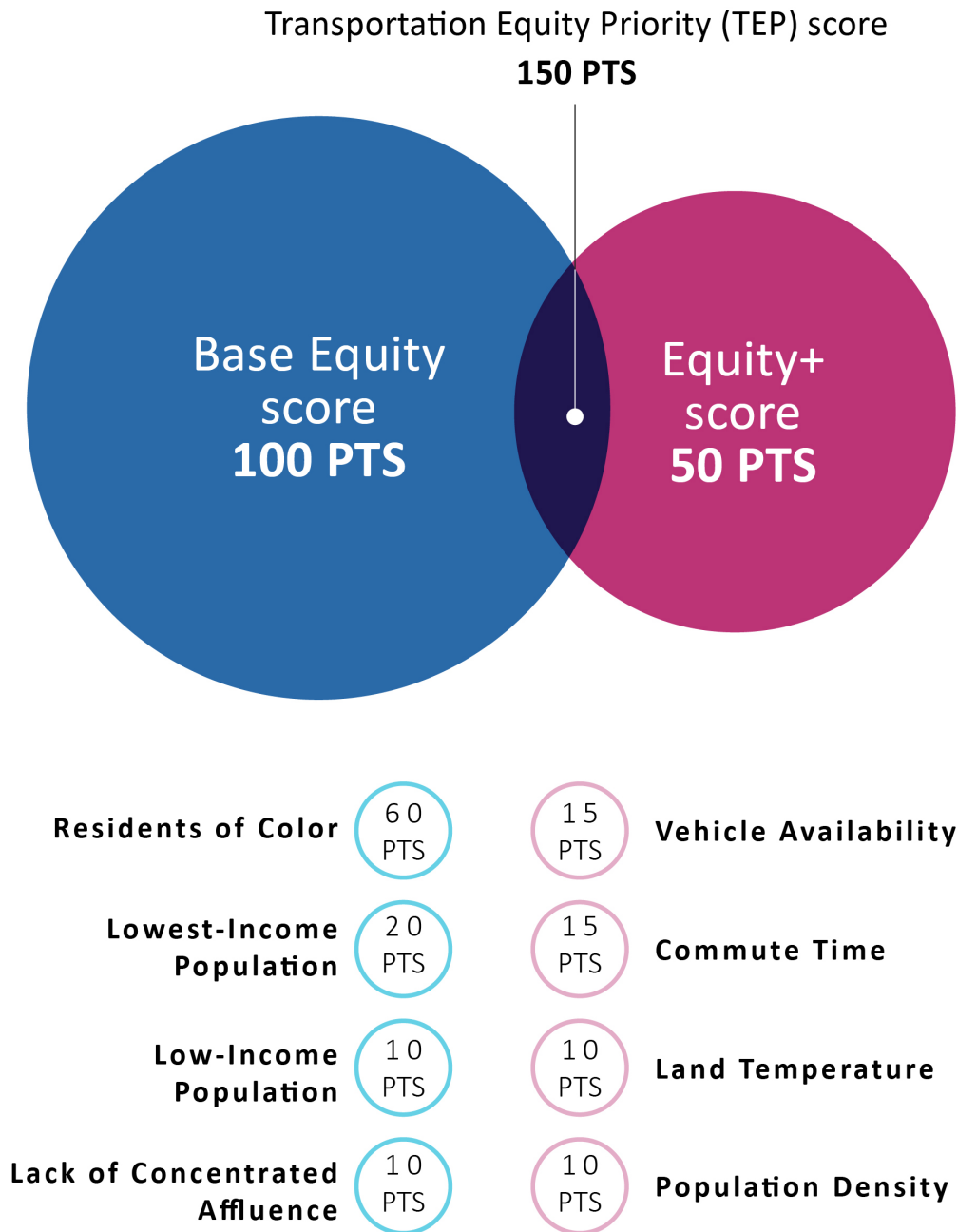
BASE EQUITY: 100 POINTS
These criteria prioritize racial and economic equity.

RESIDENTS OF COLOR [60 POINTS]

What is measured: Percentage of residents that identify as a person of color (defined as all people who identify on the Census as either Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, Some Other Race, or Two or More Races)

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: In 2020, City Council declared racism a public health emergency. Prior to 2020, City Council identified the need to focus on racial equity through the Neighborhood Park and Street Infrastructure ordinance. Outcomes and disparities based on race continue to persist and highlighting race is critical to a racial equity framework for transportation.

Residents of Color *(% of residents identifying as a race other than "White alone")*	Points
0 to <25 %	0
25 to <50 %	20
50 to <75 %	40
75 to 100 %	60

LOWEST-INCOME POPULATION [20 POINTS]

What is measured: Percentage of residents with household income 0-100% of federal poverty level (For reference in 2022 this is under $27,750 for a family of four with two children)

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Negative outcomes severely impact residents earning household incomes below the federal poverty level. Though poverty rates alone are not a proxy for various place-based inequities, a wide range of data exists that demonstrates how poverty harms residents' life chances. When examining the use and impact of poverty data, it is evident that a more nuanced approach to gauging poverty is required as opposed to the broad and often blunt-brush stroke of evaluating areas of concentrated poverty alone.

Lowest-Income Population *(% of residents with household income below poverty level)*	Points
0 to <10 %	0
10 to <20 %	7
20 to <30 %	14
≥30 %	20

LOWER-INCOME POPULATION [10 POINTS]

What is measured: Percentage of residents with household income 100-200% of federal poverty level (For reference in 2022 this range is $27,750-$55,500 for a family of four with two children)

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Negative outcomes related to low income do not exist only for people whose household income falls below the federal poverty level. Though poverty rates alone are not a proxy for various place-based inequities, a wide range of data exists that demonstrates how poverty harms residents' social and economic opportunities. When examining the use and impact of poverty data, it is evident that a more nuanced approach to gauging poverty is required rather than narrowly focusing on evaluating areas of concentrated poverty alone.

Lower-Income Population *(% of residents with household income 100-200% of poverty level)*	Points
0 to <10 %	0
10 to <20 %	3
20 to <30 %	7
≥30 %	10

LACK OF CONCENTRATED AFFLUENCE [10 POINTS]

What is measured: Percent of residents in households earning less than $125,000/year

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Affluence impacts people's opportunities and upward economic mobility. Areas of concentrated affluence contribute to citywide inequity because high earning households are often able to experience and access more and/or better benefits compared to other communities.

Lack of Concentrated Affluence *(% of residents with household income under $125,000)*	Points
<70 %	0
70 to <80 %	3
80 to <90 %	7
90 to 100 %	10

EQUITY+: 50 POINTS
These criteria prioritize data sets focused on transportation access and mobility, population, and the environment, all of which are inextricably linked to equity.

VEHICLE AVAILABILITY [15 POINTS]

What is measured: Percentage of households in each census tract without access to a car

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Walking, rolling, biking and transit are essential modes used by people that connect them to opportunities such as jobs, education, social services and retail. This is especially true for people who cannot drive for economic, personal, or other reasons. This criterion prioritizes the needs of users that may have limited access to a car, such as limited income populations, aging populations, residents new to the United States, and students. As the streets in areas with higher levels of these communities are reconstructed, the City has the opportunity to provide more multimodal options for users who may be in more need of them.

Vehicle Availability *(% of households without vehicle access)*	Points
0 to <15 %	0
15 to <30 %	5
30 to <45 %	10
≥45 %	15

COMMUTE TIME [15 POINTS]

What is measured: Percentage of workers with a 45 minute or longer commute (~twice the average citywide commute time)

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Racism in all its forms causes persistent discrimination and disparate outcomes in many areas of life, including commute time. The average commute times for white workers is 22 minutes versus 24 minutes for workers who identify as people of color, and 27 minutes for workers who identify as Black.[64] On a yearly basis, the average Black resident spends 43 extra hours commuting than the average white resident. Commute time is shown to be a predictor of upward economic mobility, with longer commutes predicting less economic mobility in an area. In the wake of the COVID 19 pandemic and a global health crisis, disparities in commute time may have been exacerbated by the disproportionate access to work from home.

[64] Minneapolis Transportation Action Plan, 2020, Foreword, page 11.

Commute Time *(% of workers with 45 minute or more commute)*	Points
0 to <4 %	0
4 to <8 %	5
8 to <12 %	10
≥12 %	15

LAND TEMPERATURE [10 POINTS]

What is measured: Census tract temperature relative to the citywide mean temperature of 95.9 degrees Fahrenheit at the time the satellite image was taken

Data source: Metropolitan Council Land Surface Temperature for Climate Vulnerability Analysis (updated 2016 from Satellite data)– 30 x 30-meter resolution

Why this measure is important: As climate change progresses, extreme heat events are becoming more common. High temperatures can be dangerous and sometimes deadly - especially for the elderly, people with diabetes or asthma, unhoused people, or people without air conditioning. In addition, temperature can influence preference and safety for various active transportation modes. Land temperature also serves as a proxy for many environmental justice concerns related to air quality and other health issues.

Land Temperature *(difference in land temperature from city average)*	Points
below avg.	0
+ 0 to <1 °F	3
+ 1 to <4 °F	7
+ ≥4 °F	10

POPULATION DENSITY [10 POINTS]

What is measured: People per square mile of land

Data source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Why this measure is important: Areas with high residential density serve as origin points for a large number of trips to activity centers citywide. Residential density is a dataset that helps to capture potential users that may not currently exist in other data. Additionally, historic land use and zoning practices have resulted in high density areas which are often populated by a higher percentage of BIPOC and/or low-income residents as opposed to lower density areas in the city which trend towards predominantly white and affluent residents. In addition to identifying user groups and activity centers, population density is a helpful way to understand and identify historic patterns of inequities citywide.

Population Density *(number of residents per square mile)*	Points
0 to <5,000	0
5,000 to <10,000	3
10,000 to <20,000	7
≥20,000	10

STRATEGIES + ACTIONS

HOW WE GET THERE

Reaching our goals for racial equity in transportation requires tangible action. Listed in this framework are strategies and actions that we plan to undertake to start to address the persistent inequities in transportation-related outcomes we see in our city. We know that achieving all these actions will require years of work; institutional change within a large bureaucracy that requires new ways of thinking about how we do our work is no small task. And while we have outlined the first actions to address the systemic racial inequities of the past, we know there are many more actions that will become apparent as we undertake the work outlined in this framework. We will learn; in time, we will respond, collaborate and improve.

Strategies and actions are aligned with each of our four goals.

• A strategy is a broad approach to reach an outcome that moves us toward achieving one of our four goals in the REF.

• An action is a specific step needed to accomplish the strategy.

Each action identifies an estimated level of effort it will require to complete it – high, medium or low. There are many factors which will contribute to the success of a specific action – including support of partners, collaboration with other departments in the City, staff resources, funding opportunities and alignment with City policy and budget decisions. Identifying a scale of anticipated difficulty helps give perspective on when a specific action might be accomplished; the City will strive to complete all actions but acknowledges difficulties in

predicting multiple years into the future. Anticipated timelines are also identified for each action: the timeline aligns with the Transportation Action Plan's action timelines: (2023, 2024-2027, or 2028-2030). Importantly, the REF is not fiscally constrained - the anticipated timelines make some assumptions about resources that may become available to complete the work; resource availability will have direct impacts on the success of completing all actions by 2030.

Some actions are noted as 'ongoing', which indicates they will be something we must consistently work to achieve, rather than the creation of something new that is accomplished and then is done. The year indicated for that action is when work is estimated to begin for ongoing efforts.

The strategies and actions listed reflect major themes we heard through community engagement for the REF specifically but also through the development of the Transportation Action Plan. For more on the TAP engagement, see the summary of engagement in TAP Appendix A. For more on the REF engagement process, see REF Appendix A.

The strategies and actions were developed in partnership with our Community Equity Workgroup, the Cultural Wellness Center, the REF internal workgroup, supported by Nelson/Nygaard, and with guidance from the TAP Steering Committee and the REF Policy Advisory Committee. Membership for those committees is listed in Appendix B.

When an action identified under one goal is linked to an action in another, that relationship is noted, and the actions are linked.

A glossary of terms identified in the strategies and actions can be found in Appendix C.

STRATEGIES
+ ACTIONS

Taking action to
BUILD ORGANIZATIONAL EMPATHY

Develop shared language and understanding among Public Works staff on the importance of racial equity and how that focus impacts all parts of transportation work – from budgeting to planning, to design, construction, operations and maintenance.

Building organizational empathy is a goal that will require a shift in how transportation plans, programs and projects are conceived, developed and managed in the city. The strategies here focus on developing and refining tools and processes for Public Works employees to improve their ability to connect and partner with community. The actions will also institutionalize the importance and practice of elevating engagement by incorporating reporting on this as a standard part of transportation plan, program and project development.

This work also focuses on tangible steps Public Works will take to have staff and leadership better reflect the communities we serve: representation matters. Currently, 31% of people who work in Public Works identify as Black, Indigenous, or people of color. This is nearly identical to the percent of BIPOC staff (33%) in Transportation Business Line Divisions - including Traffic and Parking Services, Transportation Maintenance and Repair, Transportation Engineering and Design, and Transportation Planning and Programming. Both of these figures are slightly less than the citywide percentage of BIPOC residents [(37%)](). However, there is a noticeable difference in staff who hold positions at grade 8 and above (generally supervisor/management level and above). Out of these positions, only 22% of the Transportation Business Line Divisions workforce identify as BIPOC. A more diverse staff, and more diverse staff in leadership roles, will allow Public Works to better communicate, engage, and develop transportation plans, programs and projects that serve all the people in Minneapolis, in all the ways they want to get around. And a more diverse staff helps create a workplace of choice, attracting and retaining top talent in the region to move the City, and its people, forward.

BUILD ORGANIZATIONAL EMPATHY

Strategy 1 **Include development of engagement goals as standard practice for transportation plans, programs and projects.**

Difficulty

ACTION 1.1
2023 (YEAR 1)

Develop guidance on engagement goals for transportation plans, programs and projects.

Med

ACTION 1.2
2023 (YEAR 1)

Building from the IAP2 spectrum of engagement,[65] develop a standard spectrum of engagement for transportation plans, programs and projects.

Med

ACTION 1.3
2023 (YEAR 1); ON-GOING

Make standard practice to define and communicate where on the spectrum of engagement a plan, program or project is during the life cycle of the plan, program or project.

Med

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[65] International Association for Public Participation, Spectrum of Public Participation.

BUILD ORGANIZATIONAL EMPATHY

Strategy 2 **More formally incorporate engagement plans and metrics into plan, program and project development.**

Difficulty

ACTION 2.1
2023 (YEAR 1); ON-GOING

For capital projects that require a Complete Streets Checklist, incorporate a community engagement plan, including goals, into the Checklist.

Low

ACTION 2.2
2023 (YEAR 1); ON-GOING

Develop engagement plans for transportation plans and programs; include them on related websites and as part of Request for Committee Actions when work is presented to City Council.

Low

ACTION 2.3
2023 (YEAR 1); ON-GOING

In engagement plans, specify how historically underrepresented communities, including Black, Indigenous and people of color, will be reached and have their input incorporated.

Low

ACTION 2.4
2024-2027 (YEARS 2-5)

As part of the development of engagement plans, seek input from the community, including historically underrepresented community members, on the engagement schedule and plan approach.

Med

ACTION 2.5
2023 (YEAR 1); ON-GOING

Revise Complete Streets Checklist engagement section to include an engagement summary that illustrates the impacts of engagement on project; streamline Requests for Committee Action to reference this section of Checklist versus including in the Request for Committee Action.

Low

BUILD ORGANIZATIONAL EMPATHY

Strategy 3   **Hire and maintain staff at all levels of the organization to better reflect the communities we serve.**

Difficulty

ACTION 3.1
2023 (YEAR 1); ON-GOING

Develop a diverse staff pipeline through continuing to invest in the Urban Scholars and City internship programs in Public Works transportation divisions.

Low

ACTION 3.2
2023 (YEAR 1); ON-GOING

Retain and hire diverse staff at all levels within Public Works.

Med **High**

ACTION 3.3
2024-2027 (YEARS 2-5)

Build relationships with young people in Minneapolis; pilot a partnership with Minneapolis Public Schools to expose high school students to plans, programs or projects happening in the city and to garner interest in Public Works and/or public sector work as a future career option.

High

BUILD ORGANIZATIONAL EMPATHY

| Strategy 4 | **Support development of a citywide definition of racial justice and incorporate into transportation work.** |

Difficulty

ACTION 4.1

2023 (YEAR 1)

Work with the Department of Racial Equity, Inclusion and Belonging to support the development of a definition of racial justice.

Low

ACTION 4.2

2024-2027 (YEARS 2-5); ON-GOING

After racial justice is defined, assess how to best integrate and highlight its use through transportation plans, programs and projects.

Med

BUILD ORGANIZATIONAL EMPATHY

| Strategy 5 | **Develop and disseminate information on current inequities relating to transportation.** |

Difficulty

ACTION 5.1

2023 (YEAR 1)

Develop materials documenting racial inequities related to transportation and make available via the Transportation Equity Dashboard.

Med

ACTION 5.2

2024-2027 (YEARS 2-5); ON-GOING

Disseminate information internally on racial inequities related to transportation to build shared understanding.

Med

STRATEGIES + ACTIONS

Taking action to
LEAD WITH A RACIAL EQUITY APPROACH

Guide the engagement, evaluation, and implementation work of transportation plans, programs and projects.

Stark racial discrepancies persist in Minneapolis – the city is infamous for the large racial divide across many metrics related to health, education, income, and other outcomes. The same trend is prevalent in transportation. By leading with a racial equity approach, we will start with the intention of keeping these truths at the forefront – that government action (or inaction) has historically created disparate impacts, and that policy and infrastructure decisions have in the past excluded the opportunity for people, and particularly people of color in Minneapolis, to meaningfully engage in shaping plans, programs and projects in their communities.

The strategies and actions here will build upon and expand more recent efforts in the City to acknowledge and rectify past approaches. Leading with a racial equity approach, we commit to bringing into the forefront the impacts of this history and to better engage with people who have historically been marginalized from the process.

Leading with a racial equity approach also means acknowledging and understanding the ways transportation plans, programs and projects are aligned, impact, and are impacted by other linked efforts or non-transportation specific outcomes. There are land use impacts that both influence and are influenced by transportation decisions. The modes available to people, and what we as a City do to create access to them, impact personal financial stability. After housing costs, transportation is the second highest household expenditure. In Minneapolis, an average of 18% of household income is spent on transportation (approx. $11,000).[66] Given this reality, and the disparity in mean household incomes ($57,978 for households of color vs $107,372 for white households in Minneapolis); how we design our streets really matters[67]. If a resident can get where they want to go without needing to rely on a car, we are supporting their economic stability.

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[66] US BLS Consumer Expenditure Survey.

[67] US Census Bureau American Community Survey 5-year averages, 2020.

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 1   **Develop engagement plans that prioritize engaging with people who traditionally are underrepresented in our engagement efforts.**

Difficulty

ACTION 1.1

2024-2027 (YEARS 2-5); ON-GOING

Tailor engagement approaches to better reach underrepresented groups.

Med

ACTION 1.2

2024-2027 (YEARS 2-5); ON-GOING

As appropriate, engage with culturally specific representatives and/or decision makers.

Med

ACTION 1.3

2024-2027 (YEARS 2-5)

Set standard minimum goals related to reaching underrepresented community groups.

Med

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 2 **Acknowledge past transportation-related harms.**

Difficulty

ACTION 2.1
2023 (YEAR 1)

As a part of the Racial Equity Framework, develop an official acknowledgment of past transportation-related harms.

Low

ACTION 2.2
2024-2027 (YEARS 2-5)

Identify and center voices of those historically marginalized in the decision-making process related to transportation plans, programs and projects.

Med

ACTION 2.3
2024-2027 (YEARS 2-5); ON-GOING

Identify significant transportation history of neighborhoods we are working in as part of the project development process and include as a part of early engagement.

Med

ACTION 2.4
2024-2027 (YEARS 2-5); ON-GOING

Explore developing and using a land acknowledgment in coordination with NCR and/or our indigenous residents, and determine if appropriate to use in public engagement activities.

Med

ACTION 2.5
2023 (YEAR 1); ON-GOING

Encourage and support regional efforts to explore options and opportunities to address harms of past transportation decisions.

Low

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 3   **Acknowledge potential displacement impacts of transportation plans, programs and projects.**

Difficulty

ACTION 3.1

2024-2027 (YEARS 2-5); ON-GOING

Through CPED's role in transportation core teams, work to understand and communicate as part of project development the non-transportation impacts on residents and businesses of transportation projects (e.g. land use, property values, housing affordability, cultural displacement, etc.).

Med

ACTION 3.2

2023 (YEAR 1); ON-GOING

Encourage and support the inclusion of anti-displacement work when major investments occur (e.g. light rail projects) led by partners at the Minnesota Department of Transportation, Hennepin County and/or and Metro Transit.

Med

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 4	**Recognize transportation as an integral tool for people's economic stability.**

Difficulty

ACTION 4.1

2024-2027 (YEARS 2-5); ON-GOING

Correlate the cost of transportation and car ownership rates with design decisions and project justification.

Med

ACTION 4.2

2024-2027 (YEARS 2-5); ON-GOING

In our projects, communicate how transportation options may contribute to economic stability.

Low

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 5 — **Explore new ways to increase access to affordable transportation options.**

Difficulty

ACTION 5.1
2024-2027 (YEARS 2-5)

Set goals and evaluate efficiency of an electric bike voucher program to be implemented at the city, regional or state level; if favorable, pilot program.

Med

ACTION 5.2
2023 (YEAR 1); ON-GOING

Continue to develop new and support existing ways of increasing access to the Shared Bike and Scooter Program and the Evie Carshare Program for low-income individuals.

Low

ACTION 5.3
2024-2027 (YEARS 2-5)

As plan for publicly available electric vehicle charging stations is developed and the charging network implemented, ensure input from and access for low-income individuals.

Med

ACTION 5.4
2023 (YEAR 1); ON-GOING

Support Metro Transit-led programs and pilots that increase or promote access to existing low- or free-fare transit.

Low

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 6   **Apply the REF to decisions made about how we design, operate and maintain our streets.**

Difficulty

ACTION 6.1
2023 (YEAR 1); ON-GOING

Tie historic and current inequities in our transportation system to decision-making around how we design, operate and maintain our streets.

Med

ACTION 6.2
2023 (YEAR 1);

Use the REF to analyze, and adjust if warranted, procedures and policies related to street operations and maintenance.

Med

LEAD WITH A RACIAL EQUITY APPROACH

Strategy 7   **Develop engagement approaches that meet the unique needs of the community.**

Difficulty

ACTION 7.1
2024-2027 (YEARS 2-5)
Develop guidance to determine when non-English language materials should be developed as a proactive component of project materials and engagement (versus relying on the standard language block).

Low

ACTION 7.2
2028-2030 (YEARS 6-8); ON-GOING
Assess the potential need for cultural translations (e.g. not language-based, but to reduce cultural barriers to government processes).

High

ACTION 7.3
2024-2027 (YEARS 2-5); ON-GOING
Allow for public review and comment on draft engagement plans.

High

LEAD WITH A RACIAL EQUITY APPROACH

| Strategy 8 | **Acknowledge the impact of the City's assessment policies and the financial burdens related to Transportation Equity Priority Areas.** |

Difficulty

ACTION 8.1
2028-2030 (YEARS 6-8)

Examine programs other cities use to address equity within their assessment policies.

Med

ACTION 8.2
2028-2030 (YEARS 6-8)

Assess any recommended changes to existing assessment policies or practices.

High

LEAD WITH A RACIAL EQUITY APPROACH

| Strategy 9 | **Reduce barriers and increase incentives to engagement with a goal of increasing participation by those with less time and resources.** |

Difficulty

ACTION 9.1
2024-2027 (YEARS 2-5)

Examine programs other cities employ to address equity within their engagement policies.

Low

ACTION 9.2
2024-2027 (YEARS 2-5)

Assess any recommended changes to existing engagement policies or practices, including how to mitigate barriers or identify alternative solutions to compensate community members for their time and expertise.

High

STRATEGIES + ACTIONS

Taking action to
BUILD TRUST, CULTIVATE PARTNERSHIPS AND
SHARE POWER WITH COMMUNITIES OF COLOR

Clearly define strategies and processes to engage diverse communities, increase collaboration and identify ways to measure positive change and impact.

Building trust and being a partner, in an agency as large and complex as the City enterprise, is a goal that simultaneously will be worked on individually at a relationship level and take years of collective action to make major progress from an institutional perspective. Strategies here focus on creating tangible ways to make institutional change – like creating a consulting engagement pool – and more subtle ways of making change – like making project manager-level decisions about how to adapt a project approach to best engage unique communities. Being intentional with the desire to want to build trust, deepen connections in the community, and create outcomes that resonate with people in the city who use our streets will help make those intentions result in tangible outcomes. We understand that connecting with those who may not have literacy in typical government engagement and processes, are burdened from a time, mental or physical barrier to participate, or those who do not see the importance of our work relative to other more pressing needs around housing, food, safety and health can create a disconnect between our plans, programs or projects and our goals.

By taking a closer look at the engagement practices and strategies employed with transportation plans, programs and projects and focusing on using engagement to advance racial equity, we can build capacity within the community to better serve community needs, foster partnerships and create opportunities for on-going feedback. The intent of engaging more diverse voices when developing our work is to achieve better outcomes, as we serve more needs through our transportation plans, programs and projects. In so doing, we build trust and share power – knowledge, ability to influence decisions, and understanding of rationales – and make positive change with community.

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 1 | **Share engagement goals in plan, program and project development and communications.**

Difficulty

ACTION 1.1

2024-2027 (YEARS 2-5); ON-GOING

Make standard practice to share engagement goals for transportation plans, programs and projects. *See Build Organizational Empathy, Strategy 1*

Med

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 2   **Increase ability to partner with community organizations.**

Difficulty

ACTION 2.1
2024-2027 (YEARS 2-5)

Create a community engagement consulting pool to facilitate streamlined contracting with neighborhood and community organizations for engagement.

High

ACTION 2.2
2024-2027 (YEARS 2-5)

Establish streamlined process guide for hiring neighborhood and community organizations for small contracts, not associated with the future community engagement consulting pool.

Med

ACTION 2.3
2023 (YEAR 1); ON-GOING

Recognize growing community capacity to engage with Public Works as a goal of our work.

Low

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 3 — **Attempt to understand who is and is not engaging on our plans, programs and projects.**

Difficulty

ACTION 3.1
2024-2027 (YEARS 2-5)

Standardize optional demographic questions: use these whenever possible.

Low

ACTION 3.2
2024-2027 (YEARS 2-5); ON-GOING

Identify gaps in engagement and adapt approach to engagement accordingly: acknowledge identified gaps and engagement plan adaptation(s) in engagement summaries.

High

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 4 — **Acknowledge the reality that not all people have time, energy and resources to engage on transportation plans, programs or projects.**

Difficulty

ACTION 4.1
2024-2027 (YEARS 2-5); ON-GOING

Use transportation data related to equity – e.g. household access to vehicles, racially disaggregated crash data – to help represent voices not represented in engagement processes.

High

ACTION 4.2
2023 (YEAR 1); ON-GOING

Acknowledge in engagement summaries that we don't hear from all voices, and that City transportation policy (the Transportation Action Plan, Vision Zero commitment, Complete Streets Policy) helps us address and advance these gaps in engagement.

Low

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 5 **Increase communication in/along capital project areas to better reach more people who use the street.**

Difficulty

ACTION 5.1

2024-2027 (YEARS 2-5); ON-GOING

Expand the Walk Bike Roll Audit process that facilitates early engagement to become standard practice within Transportation Planning and Programming staff's capital development process.

High

ACTION 5.2

2024-2027 (YEARS 2-5); ON-GOING

Conduct on-site engagement for capital projects.

Med

ACTION 5.3

2024-2027 (YEARS 2-5); ON-GOING

Include signage on site during all project phases, including during construction, to better reach street users that are not typically engaged in our work. *See Lead with a Racial Equity Approach, Strategy 6*

Med

BUILD TRUST, CULTIVATE PARTNERSHIPS AND SHARE POWER WITH COMMUNITIES OF COLOR

Strategy 6 **Engage the community in understanding transportation plans and programs beyond project work.**

Difficulty

ACTION 6.1
2024-2027 (YEARS 2-5); ON-GOING
Support community relationship building through education and encouragement efforts.

High

ACTION 6.2
2024-2027 (YEARS 2-5); ON-GOING
Increase communication of annual capital programming process.

Med

STRATEGIES + ACTIONS

Taking action to
HOLD OURSELVES ACCOUNTABLE TO DATA-DRIVEN REPORTING AND ADJUSTMENTS

Use data that shows results by race in transportation planning, projects, prioritization, and evaluation, tracking and sharing results with community and partners along the way.

Data, when shared in a way that is understandable and readily available, becomes information that people can use to define their own goals or better understand decisions. By developing a Transportation Equity Dashboard for Minneapolis, we are increasing access to the data that informs how we do transportation work in the city. By tracking progress on the actions laid out in this Framework, we are holding ourselves accountable to the work. As our first iteration of a Racial Equity Framework for Transportation, we know that we will not have everything exactly right; by sharing progress and being transparent in our shortcomings, we hold ourselves accountable to the intentions we started with, to allow the work to evolve in the coming years.

HOLD OURSELVES ACCOUNTABLE TO DATA-DRIVEN REPORTING AND ADJUSTMENTS

Strategy 1   **Share information related to transportation work in the city with people who live and work here.**

Difficulty

ACTION 1.1
2023 (YEAR 1); ON-GOING
Maintain an equity dashboard of transportation-related datasets disaggregated by race.

Med

ACTION 1.2
2023 (YEAR 1); ON-GOING
Publicize equity goals in accessible ways and take ongoing feedback on them.

Low

ACTION 1.3
2024-2027 (YEARS 2-5); ON-GOING
Seek feedback from the community to ensure the data presented in the equity dashboard is accessible and understandable; update as needed to reflect feedback.

High

ACTION 1.4
2023 (YEAR 1); ON-GOING
Share documentation of past transportation harms and current inequities publicly through the dashboard. ***See Build Organizational Empathy, Strategy 5***

Low

HOLD OURSELVES ACCOUNTABLE TO DATA-DRIVEN REPORTING AND ADJUSTMENTS

Strategy 2	**Expand use of the Transportation Equity Priority scoring methodology for all transportation-related efforts in Public Works.**

Difficulty

ACTION 2.1

2024-2027 (YEARS 2-5)

Update the 20 Year Street Funding Plan with the Transportation Equity Priority scoring developed through the REF.

Med

HOLD OURSELVES ACCOUNTABLE TO DATA-DRIVEN REPORTING AND ADJUSTMENTS

Strategy 3 — **Share results of project and program evaluation with communities engaged in the effort and the general public.**

Difficulty

ACTION 3.1

2024-2027 (YEARS 2-5); ON-GOING

Maintain a public-facing project and program evaluation webpage.

Med

ACTION 3.2

2024-2027 (YEARS 2-5); ON-GOING

Include narrative or qualitative feedback as data in our evaluation of transportation-related efforts, particularly from people who represent historically underrepresented groups.

Med

ACTION 3.3

2024-2027 (YEARS 2-5); ON-GOING

Explore ways to share evaluation efforts via additional means to better share information with people who don't interface with government websites, newsletters, etc..

Low

HOLD OURSELVES ACCOUNTABLE TO DATA-DRIVEN REPORTING AND ADJUSTMENTS

Strategy 4 **Share progress of Racial Equity Framework.**

Difficulty

ACTION 4.1
2024-2027 (YEARS 2-5); ON-GOING

Report on metrics developed in the Racial Equity Framework every two years through the Transportation Action Plan report back.

Med

ACTION 4.2
2024-2027 (YEARS 2-5)

Adapt the annual Your City, Your Streets report card to incorporate the Racial Equity Framework for Transportation.

Med

ACTION 4.3
2024-2027 (YEARS 2-5); ON-GOING

Recognize the Racial Equity Framework as a living document; over time, and through community feedback, identify gaps and areas for improvement, and update strategies and actions or other parts of the REF as needed.

High

METRICS

Measuring progress

The REF metrics closely follow the structure of the [metrics](#) that measure progress in the TAP. There are five tracking indicators and five key metrics in the REF.

The tracking indicators measure trends beyond transportation, that impact how and by what means people travel based on location, time, safety and income. Over time, they will measure how our efforts influence broader change. The impacts of our transportation plans, projects and investments influence these indicators but are not solely responsible for their success. We know the City's transportation investments alone will not result in reaching racial equity around these metrics, but they are important metrics for us to monitor.

The key metrics track more direct trends we will monitor to measure tangible progress toward our stated goals. These metrics may evolve over time through our continued engagement with communities citywide and deeper understanding of how transportation efforts can impact racial equity goals. All the metrics in the REF work toward a more inclusive transportation system that has equity at its core – by protecting our most vulnerable street users, seeking out community-based partners, integrating and institutionalizing a more nuanced approach to identifying citywide equity priority areas, and regularly monitoring important transportation equity data trends.

Tracking indicators

Bigger than transportation alone, the tracking indicators impact how and by what means people travel based on location, time, safety, and income. The tracking indicators are meant to serve as a measure for transportation and other demographic indicators, giving an understanding for how different communities fare in relation to specific transportation trends or experiences.

1. Demographics of fatal injuries on Minneapolis streets; change in over-representation of residents of color

    - *Direction: 0 fatal injuries on Minneapolis streets; change in over-representation of BIPOC residents*
    - *Source: Minneapolis Vision Zero*

2. Differences between the average household income citywide for white and BIPOC residents

    - *Direction: parity between white and BIPOC residents*
    - *Source: ACS 5-year Table B19013A*

3. Average commute time by race

    - *Direction: parity between white and BIPOC residents*
    - *Source: data available via PUMS*

4. % of household with access to car by race

    - *Direction: parity between white and BIPOC residents*
    - *Source: data available only every 10 years via ACS by race - PUMS*

5. % commute mode by race

    - *Direction: Tracking percent white vs. BIPOC residents utilizing various modes (work trips only)*
    - *Source: ACS 5-year Table B08105-A*

Key metrics

The key metrics below represent the most tangible ways we will track progress. These metrics will continue to evolve through our work and continued engagement with communities citywide. The most basic way to measure progress is by documenting the completion of the actions laid out in this framework.

1. 100% actions completed or in progress by 2030

   - *Direction: Completing all actions in the REF by 2030*
   - *Baseline: Will be measured from 2023 moving forward*

2. # of community engagement contracts and total dollar value per year

   - *Direction: tracking only*
   - *Baseline: Will be measured from 2023 moving forward*

3. Diversity of Public Works staff in Transportation Business Line Divisions and Public Works as a whole by race and position grade

   - *Direction: toward citywide racial breakdown at each grade level grouping*
   - *Baseline: Will be measured from 2023 moving forward*

4. Miles of street improvements in Transportation Equity Priority Areas 1 and 2

   - *Direction: progress on at least the same rate within TEP Areas 1 and 2 as compared to citywide rates*
   - *Baseline: Will be measured from 2023 moving forward*

5. Progress on TAP modal metrics (miles of new protected bike lanes, miles of improved pedestrian realm, number of intersections improved, and number of transit priority projects completed) in Transportation Equity Priority Areas 1 and 2 at least the same rate as citywide rates

   - *Direction: progress on at least the same rate within TEP Areas 1 and 2 as compared to citywide rates*
   - *Baseline: Will be measured from 2023 moving forward*

Replacement of TAP equity metric

The Transportation Action Plan identified 5 key indicators and 5 key metrics to track progress from 2020-2030. The equity metric was identified using ACP50 areas as the primary way the City identified equity for transportation-related efforts:

Equity (existing in TAP)
The TAP details strategies and actions that will, if implemented, help to reverse racial disparity trends, eliminate institutional racism and ensure that outcomes and opportunities for all people are no longer predictable by race. The most affordable transportation options will be more widely available to more people and people will not be as burdened by the costs of daily travel.

There are four key metrics detailed below. The goal is to have each of them progress on at least the same rate within ACP50 areas as compared to citywide rates. ACP50 areas are areas of concentrated poverty where more than 50% of the people are of color.

As Transportation Priority Equity Areas replace the use of ACP50 designation, we will replace the TAP metric with a new one:

Equity (to replace the TAP equity metric)
The TAP details strategies and actions that will, if implemented, help to reverse racial disparity trends, eliminate institutional racism and ensure that outcomes and opportunities for all people are no longer predictable by race. The most affordable transportation options will be more widely available to more people and people will not be as burdened by the costs of daily travel.

There are four key metrics detailed below. The goal is to have each of them progress on at least the same rate within Transportation Equity Priority Areas 1 and 2 as compared to citywide rates. Transportation Equity Priority Areas are City-defined geographic areas that identify high concentrations of equity-focused populations for transportation decision-making.

Starting with the 2024 TAP report back, this metric will be used to assess progress on the other TAP key metrics.
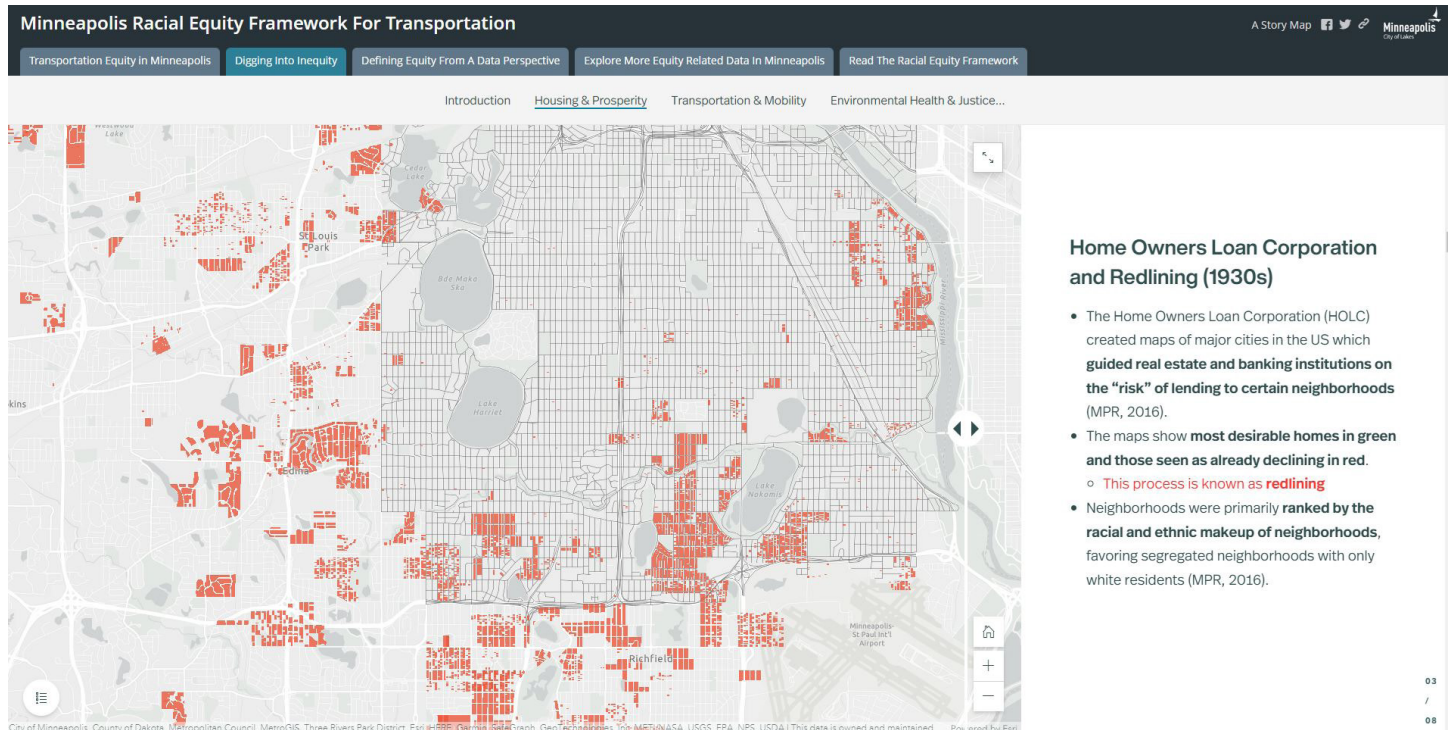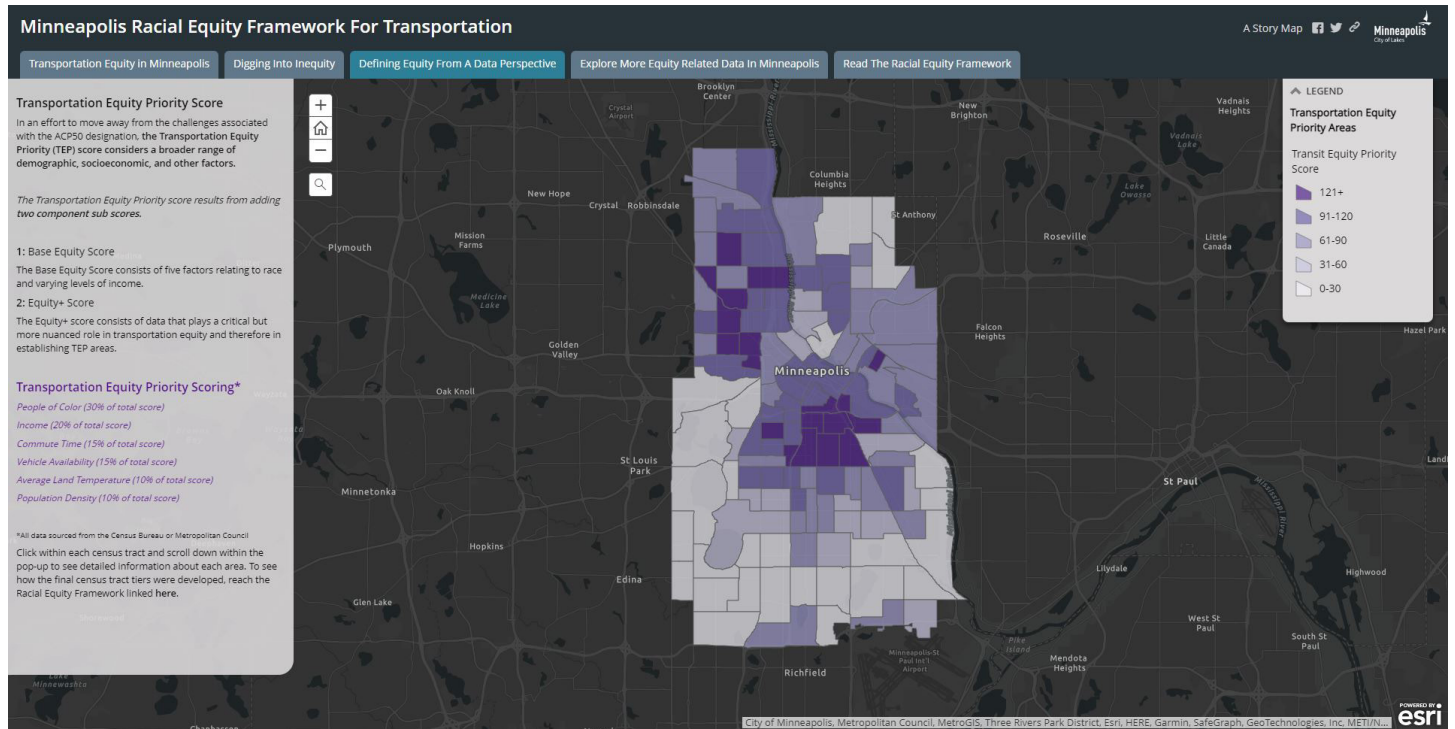
TRANSPORTATION EQUITY DASHBOARD

Interactive online resource

The Transportation Equity Dashboard is both an internal tool and a public resource. This dashboard will allow both City staff and residents to engage and explore current equity data related to transportation in Minneapolis. The Transportation Equity Dashboard will allow users to explore:

• Individual layers of citywide data by census tract such as race, income, average land temperature, and others.

• A map of the Transportation Equity Priority areas by tier, as well as the option to click on census tracts across the city to dive deeper into the demographic data that forms the foundation of the Transportation Equity Priority Areas.

• Interactive storytelling components that help provide a deeper, fuller picture of equity citywide, and

• Connect users to additional research and resources to learn more.

The Transportation Equity Dashboard can be found here.

# Racial Equity Framework for Transportation Appendices

Contents

- Appendix A: REF timeline, approach, and engagement summary
- Appendix B: Acknowledgments
- Appendix C: Glossary
- Appendix D: Maps of transportation equity related data layers
  - Base equity score
  - Residents of Color
  - Lowest-income population
  - Lower-income population
  - Lack of concentrated affluence
  - Equity+ score
  - Vehicle availability
  - Commute time
  - Land temperature
  - Population density

  Note: See Transportation Equity Dashboard for maps with additional details including neighborhood boundaries, street labels, and individual TEP area overlays

Timeline

The development of the Racial Equity Framework for Transportation occurred over the course of two years, from 2021-2022. Many partnerships were critical in its development; people who participated in ways large and small are listed in Appendix B.
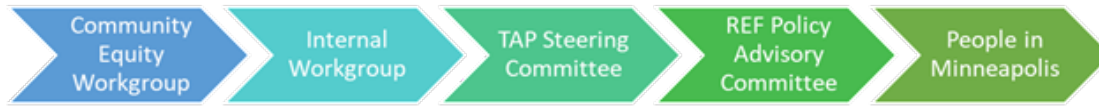
Developing approach

Through the American Cities Climate Challenge, the City was able to partner with Nelson\Nygaard and the National Resource Defense Council starting in 2021 to map out an engagement approach to support and inform the development of the REF. That partnership was critical in securing a Community Partner to lead the formation of the Community Equity Workgroup in 2022.

Community Partner

We identified a Community Partner to support the engagement process of the REF. We partnered with the Cultural Wellness Center over the course of 2022 to lead the formation of the Community Equity Workgroup, which was a critical part of developing the REF.

The Cultural Wellness Center connected with numerous organizations in Minneapolis to gauge interest and convene members for the Community Equity Workgroup. Some organizations enlisted community members to become a part of the CEW, while others followed the progress of the REF through two meetings held with staff of the community-based organizations, on August 15 and October 3, 2022.

Building from the Transportation Action Plan engagement

In developing the Transportation Action Plan, specific engagement around equity occurred during the summer of 2022, after the draft plan was released and before the plan was finalized. As a result of that engagement, staff recommendation, and City leadership efforts to reflect and respond to the murder of George Floyd and the civil unrest that followed, major changes to the TAP helped lay the course for the creation of the Racial Equity Framework. In particular, the following helped provide a foundation for the REF:

- *Foreword, including a section on racial justice, linked here*
- *Progress Strategies 1, 2 and 3, focusing on implementing a Racial Equity Framework, equitable engagement, and evaluation work, linked here*
- *Engagement summary of additional equity-focused work, conducted summer of 2020, linked here*

The REF considered this engagement and the TAP strategies and actions as part of the engagement related to the REF.

Additional engagement

The City hosted a series of informal opportunities to interact with the development of the REF, including at:

- *Community Connections Conference, May 21, 2022*
- *Open Streets events (Lyndale Ave S, June 5, 2022 and Franklin Ave, July 10, 2022)*

At these events, boards gave an overview of the work to date, staff held informal discussions about the connection between transportation work at the City and racial equity, and people were asked to share their thoughts on two questions:

- *My best idea for how to use transportation to improve racial equity in Minneapolis is...*
- *Acknowledging past harms and current inequities in transportation is an important part of our work on the Racial Equity Framework for Transportation. What is important to you about Minneapolis' history of transportation or current transportation-related inequities?*

Though not many people shared their ideas on the questions above, from those that did, themes that emerged include:

- *Increased access to transit, and more reliable transit service*
- *Improved access for those walking*
- *More space for bikes and buses on our streets*
- *Safety improvements, particularly for biking and walking*

Despite not a lot of direct feedback on the questions above, people who stopped to talk with staff shared that looking at racial equity impacts of and from transportation was a difficult but important topic, engaged in thoughtful conversations about the importance of having multiple transportation options available and the importance of safety, and were interested to see what would come of the efforts.

In addition, the project team shared an initial overview of the work with the Pedestrian and Bicycle Advisory Committees in April/May of 2022 and visited the Committees again in the October/November of 2022 to present the draft material.

Community Equity Workgroup (CEW)

The Community Equity Workgroup met monthly from April to September 2022. The CEW progressed through a series of topics which covered:

- Meeting 1: April
    - *Why a Racial Equity Framework?*
    - *Historic/current inequities*
- Meeting 2: May
    - *Purpose and goals*
- Meeting 3: June
    - *Data + Metrics*
- Meeting 4: July
    - *Equity dashboard*
    - *Equity scoring/ACP50 replacement*
- Meeting 5: August
    - *Strategies and actions*
- Meeting 6: September
    - *Bringing it all together*

The input of the Community Equity Workgroup was shared with our Internal Workgroup for the REF and the TAP Steering Committee each month, both of which met monthly during the middle of 2022.

Feedback on the draft REF and changes to the final REF

The REF had a 51-day comment period. This took place between December 1, 2022 and January 20, 2023. During this time, feedback was collected from the public via one community meeting, two virtual open houses and an online feedback form. Additional internal review was also conducted. Feedback from this period is summarized below.

Community Equity Workgroup 'Did you know?' community meeting

The Community Equity Workgroup met in December, 2022 to share the REF through a "did you know" meeting model. During the meeting, the Cultural Wellness Center and CEW members led a presentation on the REF. Members of the community were able to ask questions, engage with the process and share personal stories on the impacts of transportation on quality and life. The meeting was an opportunity for CEW members to take ownership of the work and take pride in the critical role their feedback played in the development of the REF. Comments from participants included:

- How can the design of our streets reflect how we feel about our communities?
- Increasing representation is a critical component to growing diverse communities of bikers and walkers, especially on the northside of Minneapolis
- The plans we lay today will impact tomorrow - the work for a better future begins now
- Our government has failed communities of color, especially the Black community. Transportation is just one area where need to start seeing through a racial equity and justice lens
- Young voices are an important piece of enacting change
- It's time to start making policies for BIPOC communities, within BIPOC communities, and by BIPOC communities
- Making change is like peeling an onion and will need to be done layer by layer

Internal feedback

Additional feedback on the draft REF was received through the REF technical working group (ACP50 replacement meeting series) as well as conversations with City staff and Council Members. Internal feedback was received on the language used in two REF actions as well as feedback on the TEP score. Updated language to actions under the goal Lead with a Racial Equity Approach:

- 2.5: Encourage and support regional efforts to explore options and opportunities to address harms of past transportation decisions.
- 3.2: Encourage and support the inclusion of anti-displacement work when major investments occur (e.g. light rail projects) led by partners at the Minnesota Department of Transportation, Hennepin County and/or and Metro Transit.

Updates to the Transportation Equity Priority score were made to better reflect the goals of the REF. These updates include:

- Updated data from 2020 to 2021 5-year ACS datasets
- Assigned points more proportionally within individual scoring criteria
- Adjusted scoring tiers to stabilize year-to-year fluctuations
- Reduced the weight of the Equity+ by 50% resulting in a 2:1 ratio for Base Equity to Equity+ score

Virtual open houses

The City hosted two virtual open houses to share the draft REF. These took place on:

- *December 8, 2022*
- *January 11, 2023*

Questions that were asked by participants at the virtual open houses included:
- *How will the REF be applied and what are tangible outcomes?*
- *How will the TEP score impact transportation projects?*
- *How will this work fold into other plans? Will the 20 Year Street Funding Plan be updated as a result?*
- *How will we report on this work?*
- *With this information be included in Capital Budget Requests and be provided to CLIC?*
- *How will community engagement change as a result of this work?*

Online feedback form

The REF online feedback form was live throughout the 51-day comment period. Twenty one people provided feedback through this form. Comments that were disparaging to City staff, and specific groups of people have not been included in the summary below. Overall, respondents appreciated the two ways the REF was communicated (in the REF document and the Transportation Equity Dashboard). Additional feedback on the main document included:
- *Support for the approach and the inclusion of historic and current inequities*
- *Request for clarity around what success looks like for the REF*
- *A deeper look at current inequities requested*
- *Additional clarity on how the REF and TEP will make a tangible impact on priorities citywide*
- *Concern that the REF will not change anything/is misguided*

Additional feedback on the draft Transportation Equity Dashboard included:
- *Excitement and support for the way the dashboard shares information about transportation equity and connects readers to additional resources*
- *Want connections to additional data (past/present/future PW projects, Vision Zero, etc.)*
- *Provide maps with a neighborhood overlay for additional context*

As part of the REF's goal to build trust, cultivate partnerships, and share power with communities of color a series of demographic questions were also included in the form. These questions were optional and were included in an attempt to understand who is and is not engaging on our plans, programs and projects. Out of the respondents who chose to answer the demographic questions:
- *82% were Minneapolis residents*
- *47% identified as BIPOC*
- *63% identified as men*
- *40% were over 60 years of age*
- *75% own a home*
- *88% have access to a vehicle*
- *82% identify as someone without a disability*
- *31% reported household incomes of $125,000+*

Racial Equity Framework for Transportation feedback form

If you need this material translated or in an alternative format, please call 311 at 612-673-3000. TTY users call 612-673-2157.

Learn more on the Racial Equity Framework for Transportations webpage: Racial Equity Framework - City of Minneapolis (minneapolismn.gov)

Read the draft REF document: https://lims.minneapolismn.gov/Download/RCAV2/29386/Racial-Equity-Framework-for-Transportation-Draft.pdf

Four committees/working groups were established to help develop and guide the work of creating the Racial Equity Framework for Transportation. The members identified below were critical to the development of this framework.

* Entities represented by only one member at each meeting.

Department Acronyms
• Department of Community Planning and Economic Development (CPED)
• Minneapolis Health Department (MHD)
• Minneapolis Neighborhood and Community Relations (NCR)
• Minneapolis Public Works Transportation Engineering and Design (TED)
• Minneapolis Public Works Transportation Planning and Programming (TPP)
• Minneapolis Surface Water and Sewers (SWS)
• Minneapolis Traffic and Parking Services (TPS)
• Minneapolis Transportation Maintenance and Repair (TMR)

Community Equity Workgroup
Listed members came to at least 1 of the meetings

Chaireisa Chatham, Bike Divas
Phyllis Chatham, Chit Chat Clown
Tony Desnick, Cycling Without Age
Danielle Draughn, Bike MN
Zan Gibbs, PolicyLink
Lyle Iron-Moccasin, Takoda
Deanna Jenkins, Northside YMCA
Mau J Jernigan, MJJ Consulting
Joy Marsh, Melanin in Motion/Slow Roll
Oluwatobi Oluwagbemi, Urban Strategies
Shanta Owens, Bike Divas
Haily Spann, Electromagnetic People Arts Company LLC
Ronnie Spann, Electromagnetic People Arts Company LLC
Tom Thao, Cycles of Change
Bennice Young, Bike Divas

Community Partner: Cultural Wellness Center

Elder Atum Azzahir

Terrence Brown

Shantae Peace

Anthony Taylor

REF Policy Advisory Committee

Andrea Brennan, Community Planning and Economic Development Director

Andrea Jenkins, City Council President

Andrew Johnson, Council Member and Public Works and Infrastructure Committee Chair

Saray Garnett-Hochuli, Regulatory Services Director

Tyeastia Green, Executive Director, Racial Equity, Inclusion and Belonging

Margaret Anderson Kelliher, Public Works Director

Suzanne Sobotka, Mayor Frey's Senior Policy Aide on Transportation

LaTrisha Vetaw, Council Member and Public Health and Safety Committee Chair

Transportation Action Plan Steering Committee

Angella Craft, Director, SWS

Bryan Dodds, Deputy Director/ City Engineer, PW

Don Elwood, Director, TED

Jenifer Hager, Director, TPP

Brette Hjelle, Deputy Director, PW

Mike Kennedy, Director, TMR*

Allan Klugman, Interim Director, TPS*

Joe Paumen, Director, TMR*

Jim Voll, Interim Long Range Planning Manager, CPED

Jon Wertjes, Director, TPS*

Internal REF Workgroup

Cheyenne Brodeen, NCR*

Don Elwood, TED

Heather Gillich, Health*

Trey Joiner, TPP

Nathan Kemmer, TED

Allan Klugman, TPS

Jennie Meinz, Health*

Stacy Miller, Sustainability

Karen Moe, NCR*

Kelly Moriarity, SWS

Rattana Sengsoulichanh, CPED

Charisma Smith, REIB

Beverly Warmka, TED

ACP50 replacement conversation meeting series
Russ Brooks, TPS
Emily Carr, CPED
Tim Condon, IT
Wes Durham, CPED
Danielle Elkins, TPS
Julia Evelyn, Health
Amy Geisler, CPED
Heather Gillich, Health
Carrie Goldberg, CPED
Glen Haslerud, PW Admin
Paul Hudalla, SWS
Jennie Meinz, Health
Stacy Miller, Sustainability
Kelly Muellman, Sustainability
Rick Paulsen, IT
Michael Peterson, CPED
Katie Topinka, CPED

PLAN DEVELOPMENT

Transportation Planning and Programming Project Management Team
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Chris Kartheiser
Kathleen Mayell
Lillian Prybil
Andrew Schmitz

Additional staff contributors
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Jessica Paine, TED

American Cities Climate Challenge partners
Zak Accuardi, National Resource Defense Council
Jewel DeGuzman, Nelson\Nygaard
Naomi Doerner, Nelson\Nygaard
Chris Forinash, Nelson\Nygaard
Yanisa Techagumthorn, Nelson\Nygaard

IMAGES
All images, unless sourced, are taken by City of Minneapolis staff and depict streets in Minneapolis.

Definition of terms used in the Racial Equity Framework.

- **City of Minneapolis assessment policy:** The City of Minneapolis assesses for certain street improvements. More information on this process is found in the Frequently Asked Questions, found here. The details of assessing property owners are described via the established Influence Area Assessment Method. Uniform assessment rates are set each year through the City Council.

- **Complete Streets Checklist:** Complete Streets Checklists are completed for all capital transportation projects to document the planning, design, and engagement process in alignment with the Complete Streets Policy. The Checklist provides a project overview and details existing conditions, identifies planning and policy priorities, illustrates preliminary design concepts, details alternatives evaluated, summarizes project meetings, and includes sign-off from various Public Works Divisions involved in the project development and various stages.

- **Displacement:** The involuntary relocation of current residents or businesses from their current residence. Physical displacement is the result of eviction, acquisition, rehabilitation, or demolition of property or the expiration of covenants on rent- or income-restricted housing. Economic displacement occurs when residents and businesses can no longer afford escalating rents or property taxes. Social and Cultural displacement occurs when people choose to move because their neighbors and culturally related businesses have left the area. Often all three of these kinds of displacement happen concurrently. Oftentimes physical displacement is the only or primary analysis considered and/or conducted.

- **Engagement:** action taken on behalf of the City to share information, create discourse, and get feedback from residents of Minneapolis and users of our streets

- **Environmental justice:** Environmental Justice (EJ) is the fair treatment and meaningful involvement of all people, regardless of race, ethnicity, income, national origin, or educational level with respect to the development, implementation and enforcement of environmental laws, regulations and policies. (Source: USDOT).

- **Equitable:** Adjective of equity; meaning something/someone is capable of or worthy of equity.

- **Equity:** Fair and just opportunities and outcomes for all people.

- **Evaluation:** The process of reflecting on the successes and challenges of a transportation project, initiative or design treatment through quantitative, qualitative and user experience data, to make recommendations of better ways to approach future similar projects, or make more immediate improvements to the project, initiative or treatment being examined

- **Historically underrepresented**: Broadly refers to community members beyond white wealthier homeowners – largely, residents of color, renters, and other people facing challenges to participation either through historically intentional decisions or due to unintentional circumstances.

- **Layout approval**: Public Works requests City Council approval for project design recommendations through a layout approval action. This approval process is related to street reconstruction project and occurs at roughly 30% design to confirm the preliminary design layout, which allows Public Works to complete final engineering work in advance of construction.

- **Racial equity:** The development of policies, practices and strategic investments to reverse racial disparity trends, eliminate institutional racism, and ensure that outcomes and opportunities for all people are no longer predictable by race.

- **Redlining:** A discriminatory practice of refusing a loan or insurance to people because of where

they live. Redlined areas were deemed by banks to be bad investments because of racial, ethnic and religious backgrounds and income levels.
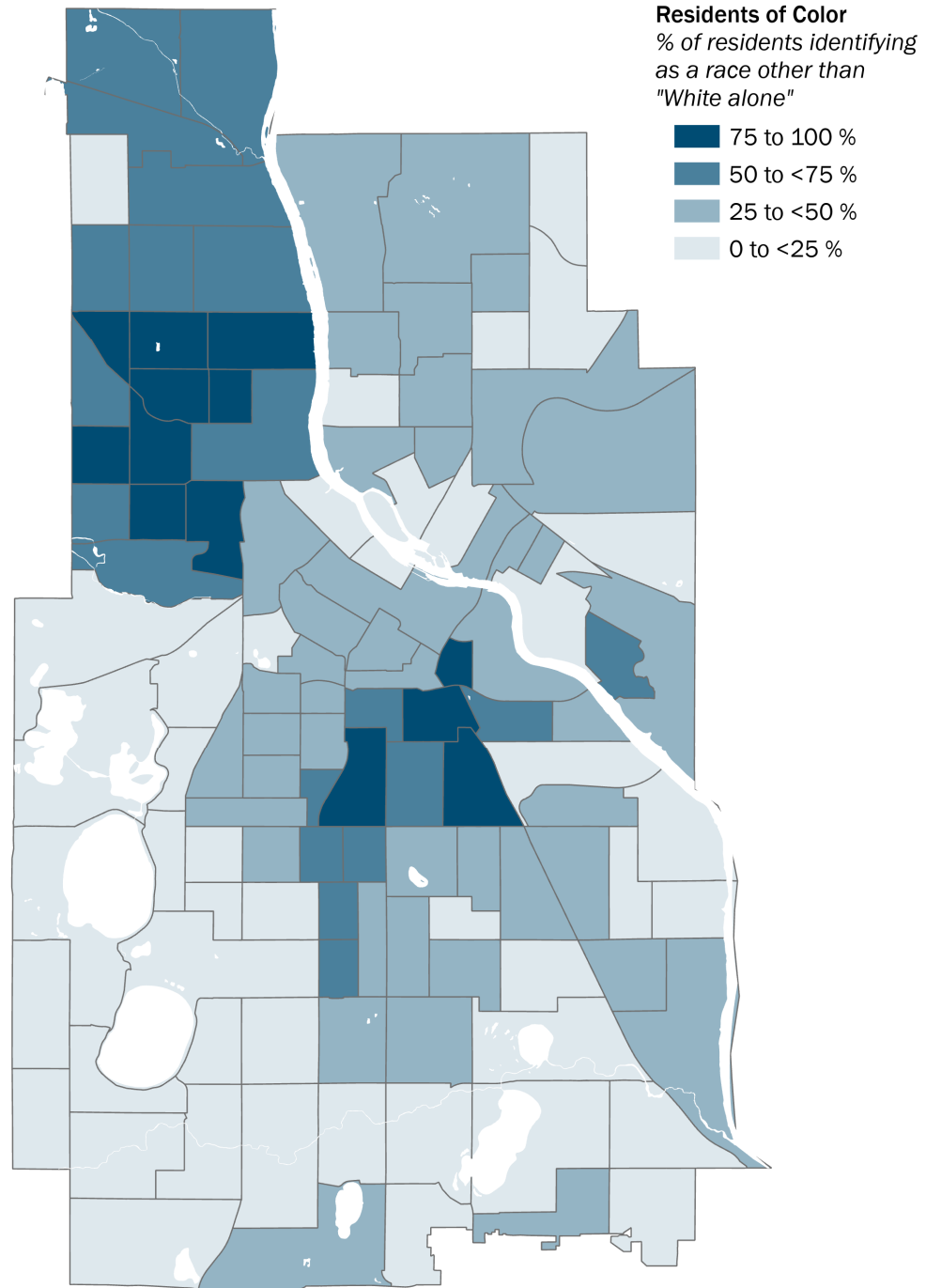
- **Special assessments:** A special assessment is a fee collected by the City for improvements or services the City provides that benefit your property. For more information about special assessments, visit the special assessment types [webpage](#).

- **Transportation equity**: Transportation equity means the benefits and burdens of transportation systems, services and spending are fair and just, which historically has not been the case. Transportation equity requires ensuring underserved communities, especially Black, Indigenous and People of Color, share in the power of decision making. (This definition is adapted from MnDOT's definition of transportation equity).

Figure 1: Base equity score

Base Equity Score
- Tier 1 - Highest
- Tier 2
- Tier 3
- Tier 4
- Tier 5 - Lowest
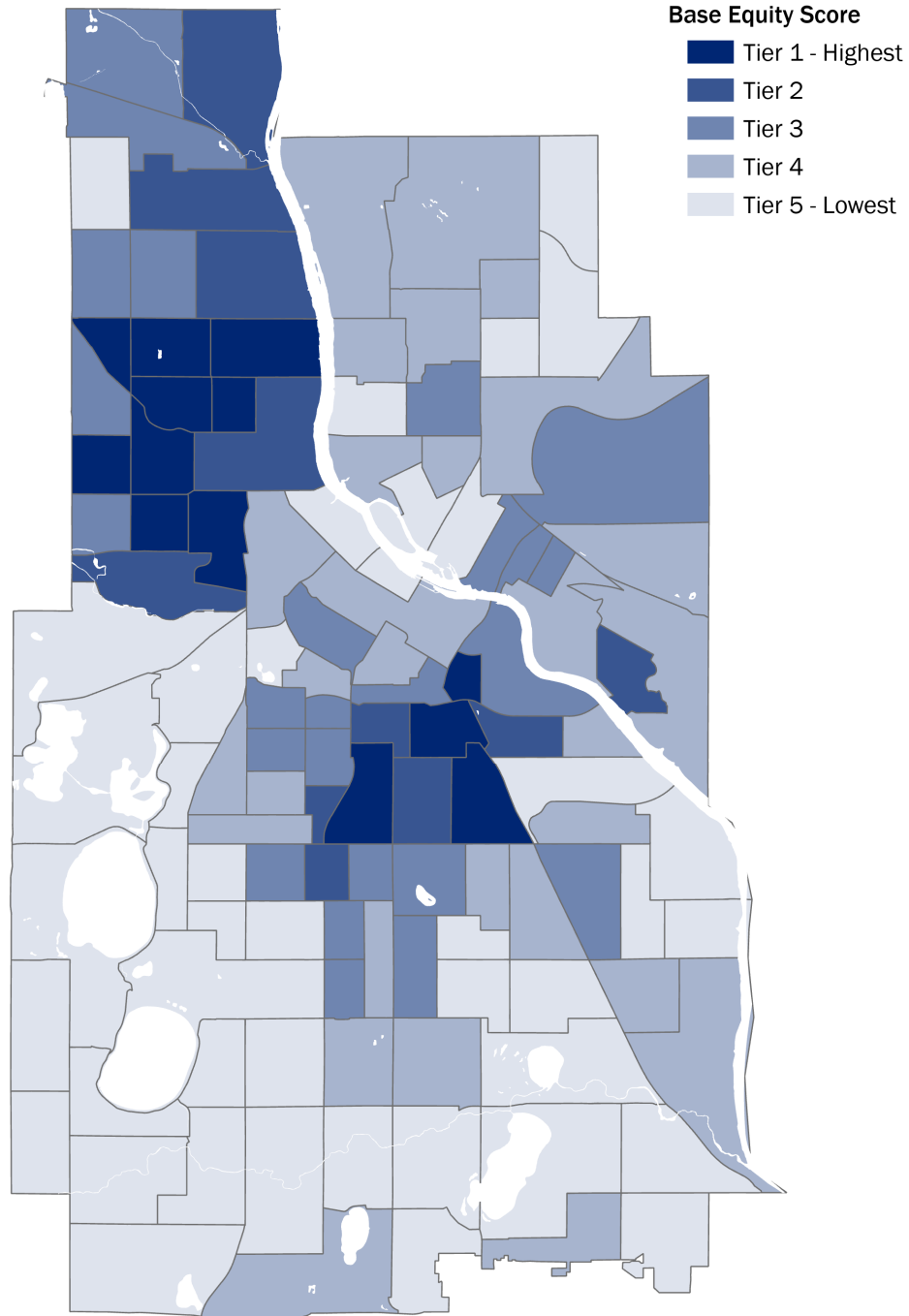
BASE EQUITY: 100 POINTS
These criteria prioritize racial and economic equity.

Figure 2: Residents of Color

Residents of Color
% of residents identifying as a race other than "White alone"

- 75 to 100 %
- 50 to <75 %
- 25 to <50 %
- 0 to <25 %

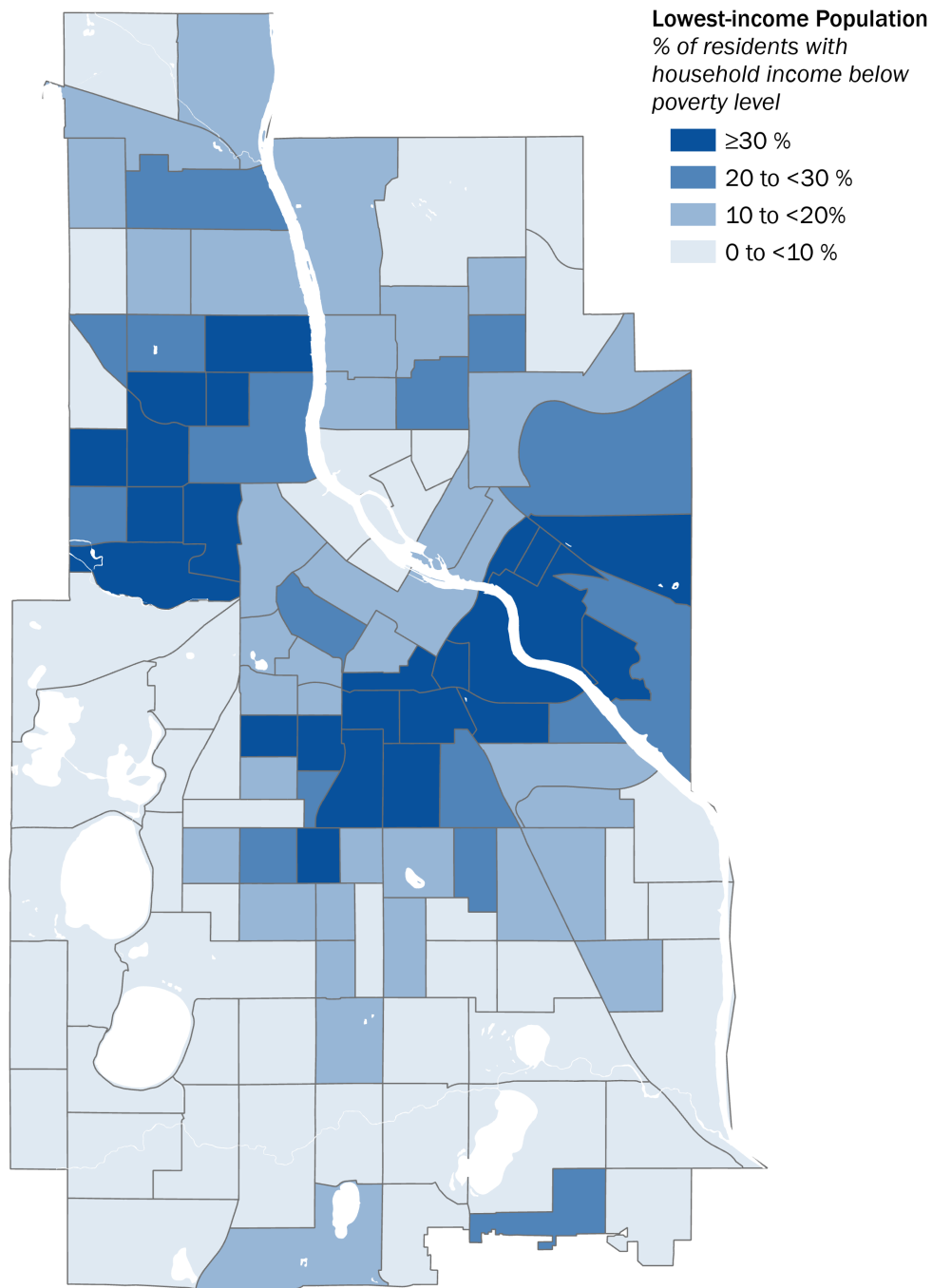**What is measured:** Percentage of residents that identify as a person of color (defined as all people who identify on the Census as either Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, Some Other Race, or Two or More Races)
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Figure 3: Lowest-income population

Lowest-income Population
% of residents with household income below poverty level

- ≥30 %
- 20 to <30 %
- 10 to <20%
- 0 to <10 %

What is measured: Percentage of residents with household income 0-100% of federal poverty level (For reference in 2022 this is under $27,750 for a family of four with two children)
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Figure 4: Lower-income population
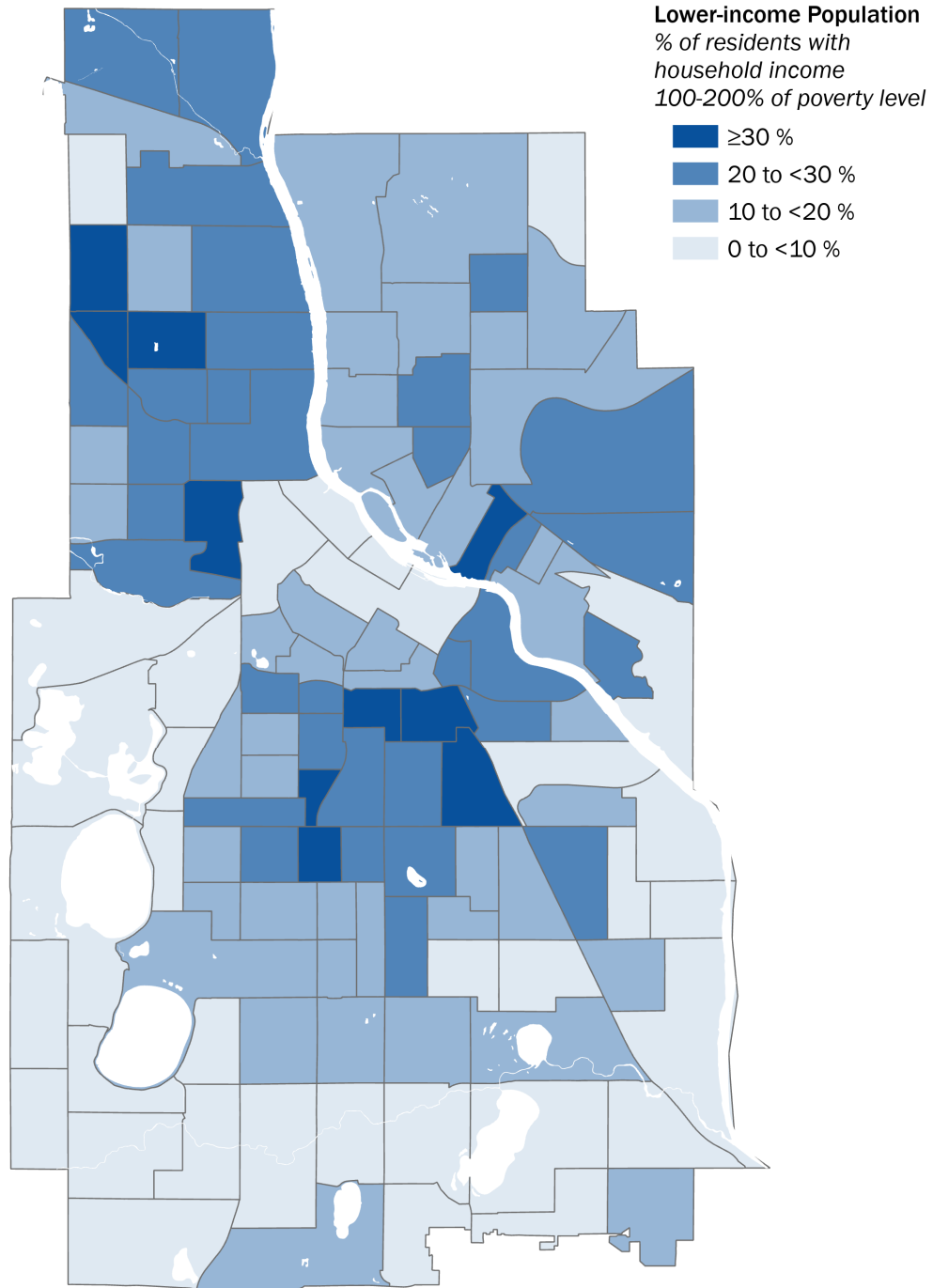
Lower-income Population
*% of residents with
household income
100-200% of poverty level*

- ≥30 %
- 20 to <30 %
- 10 to <20 %
- 0 to <10 %

What is measured: Percentage of residents with household income 100-200% of federal poverty level (For reference in 2022 this range is $27,750-$55,500 for a family of four with two children)
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Figure 5: Lack of concentrated affluence

Lack of Concentrated Affluence
% of residents with house-hold income below $125K

- 90 to 100 %
- 80 to <90 %
- 70 to <80 %
- 0 to <70 %
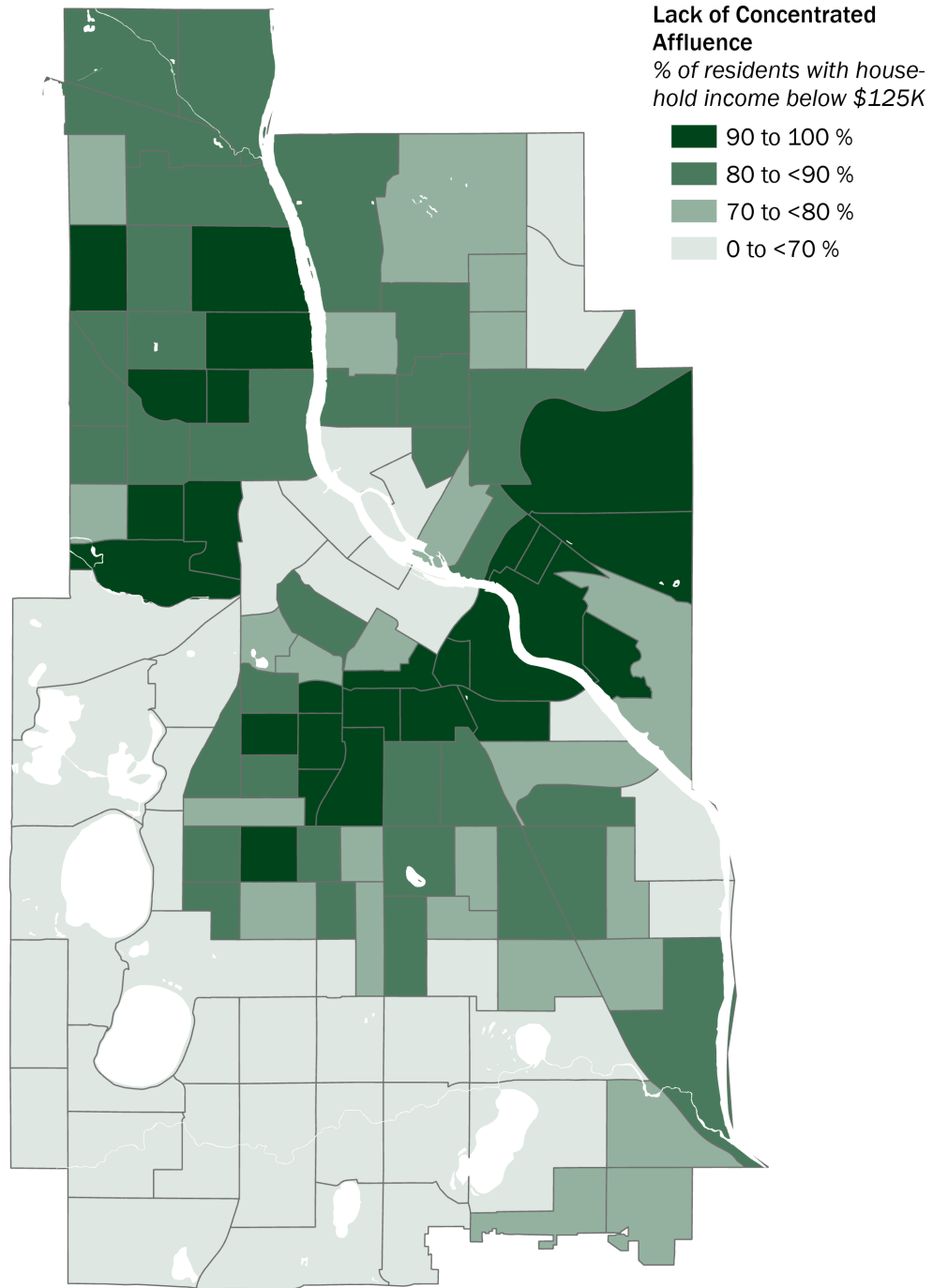
What is measured: Percent of households earning less than $125,000/year
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021
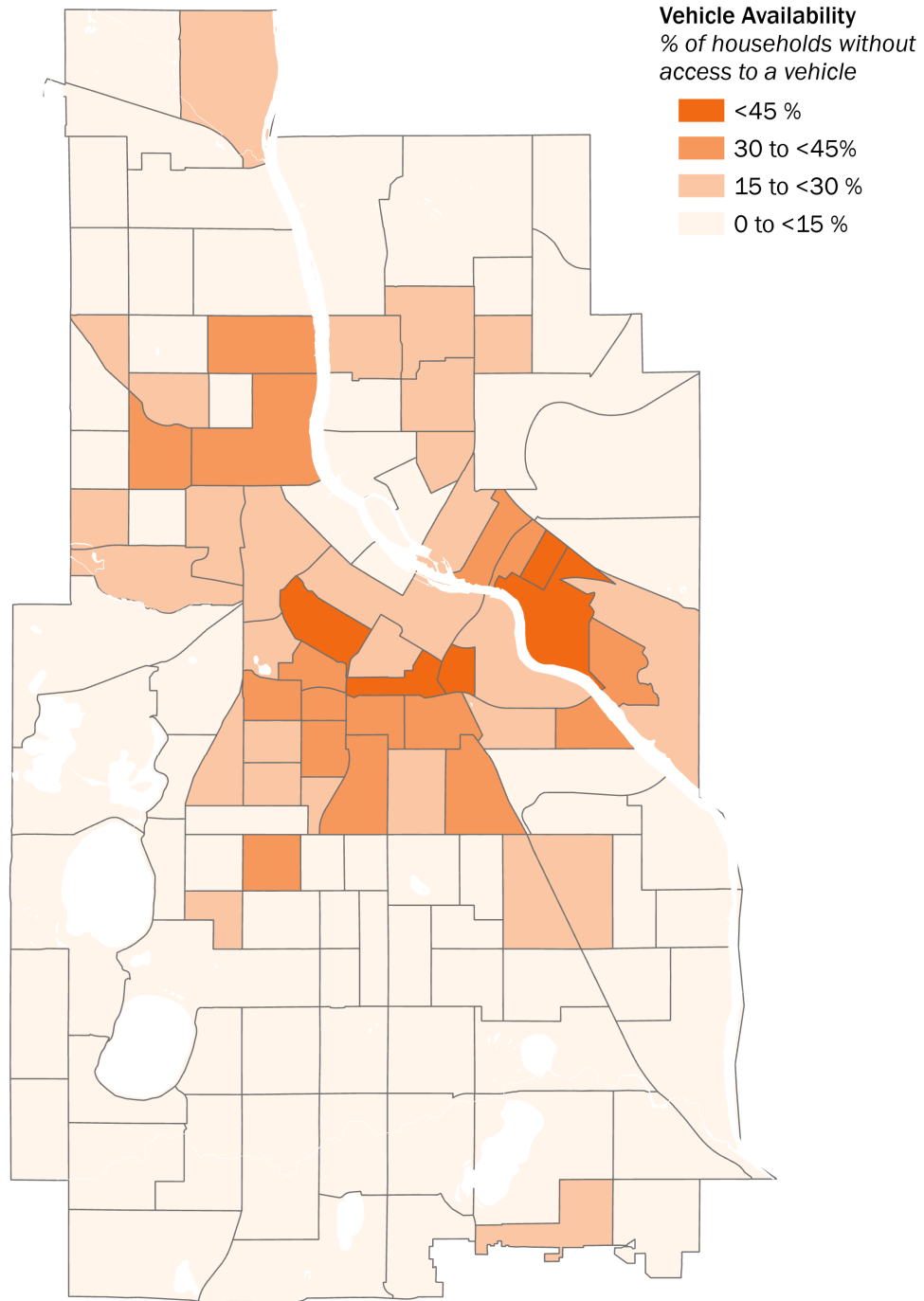
Figure 6: Equity+ score
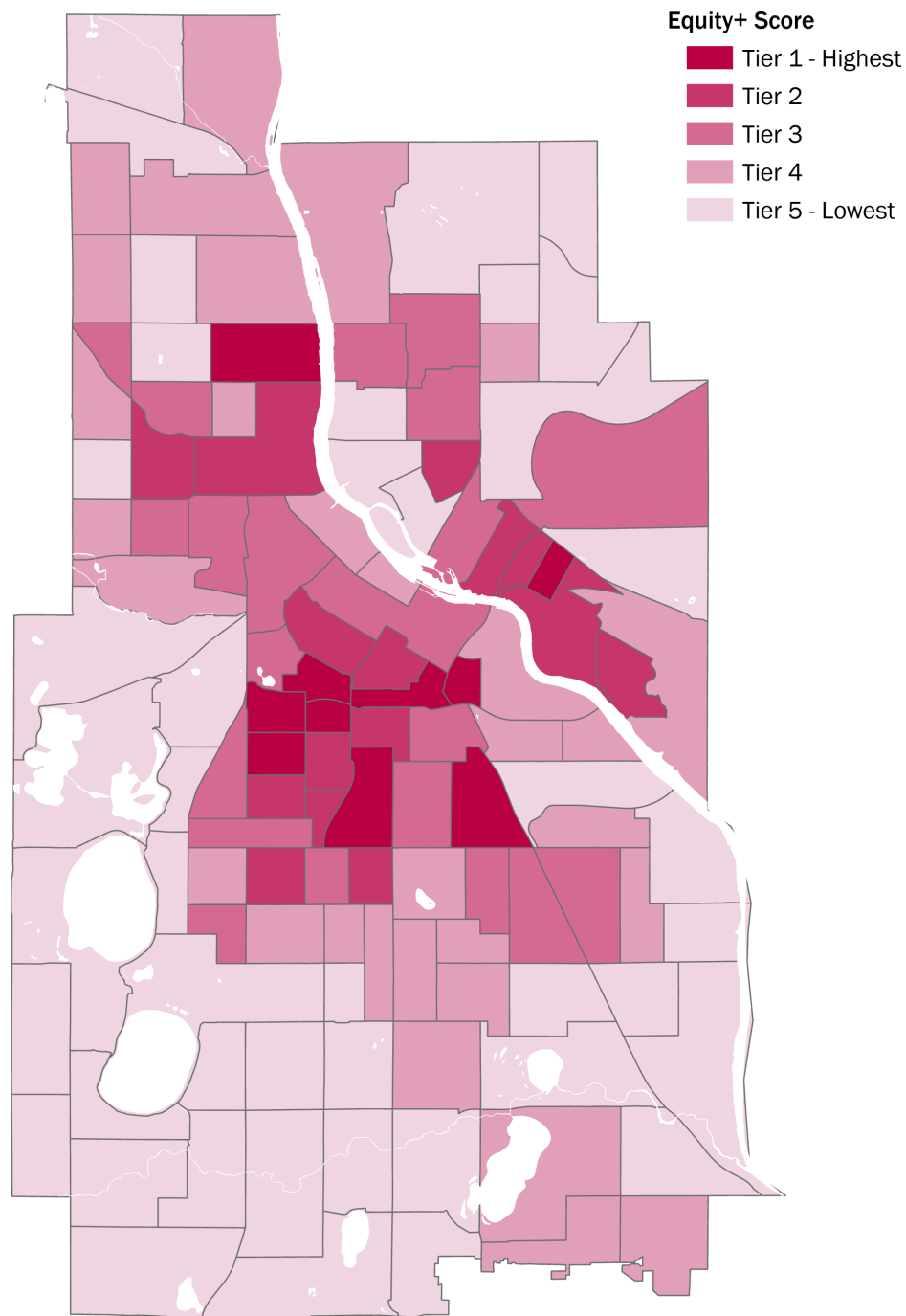
Equity+ Score
- Tier 1 - Highest
- Tier 2
- Tier 3
- Tier 4
- Tier 5 - Lowest

EQUITY+ : 50 POINTS
These criteria prioritize datasets focused on transportation access and mobility, population, and the environment, all of which are inextricably linked to equity.

Figure 7: Vehicle availability

Vehicle Availability
% of households without access to a vehicle

- <45 %
- 30 to <45%
- 15 to <30 %
- 0 to <15 %

What is measured: Percentage of households in each census tract without access to a car
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017–2021

Figure 8: Commute time

Commute Time
% of workers with 45 min. or more commute
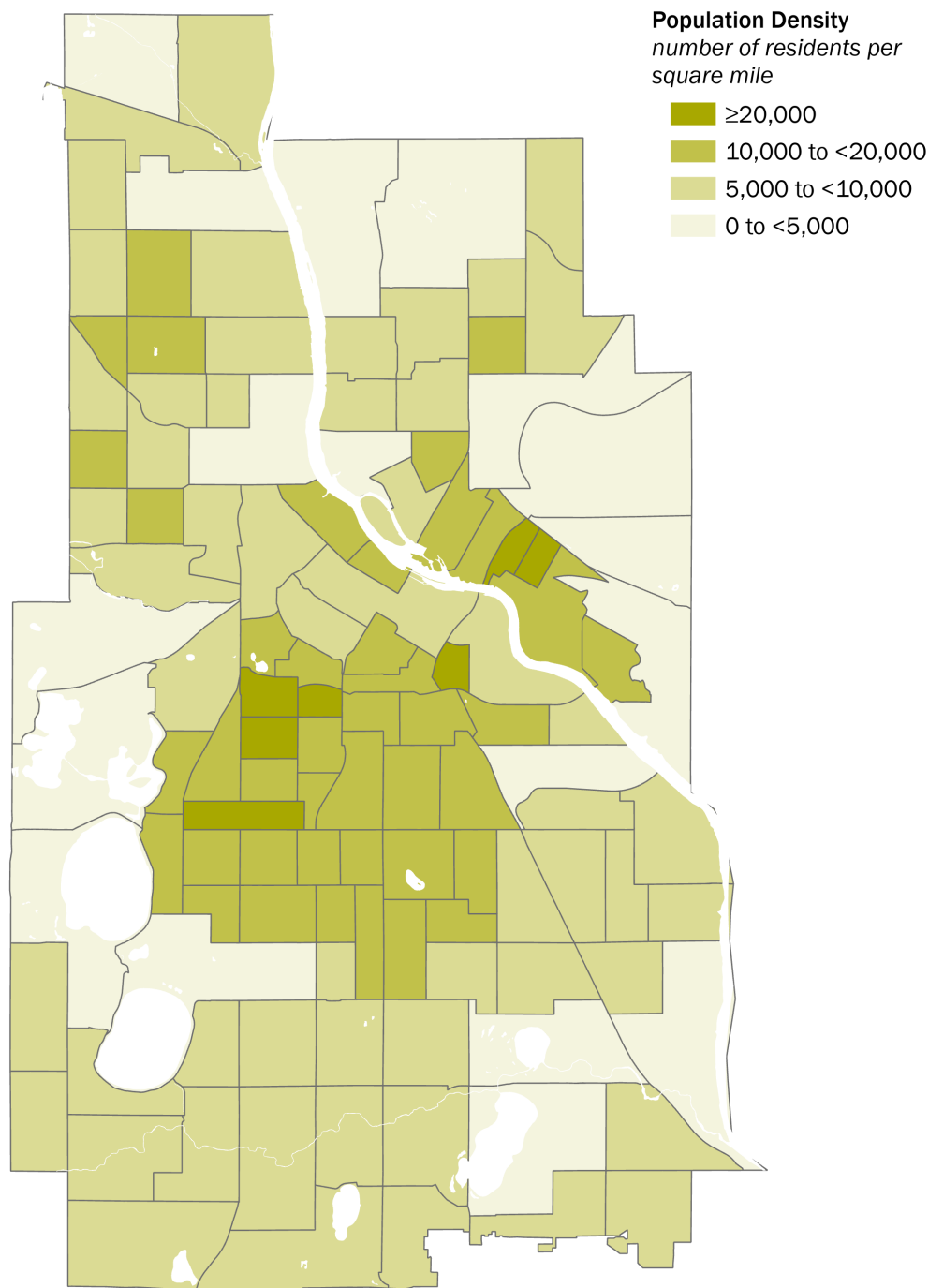
- ≥12 %
- 8 to <12 %
- 4 to <8 %
- 0 to <4 %
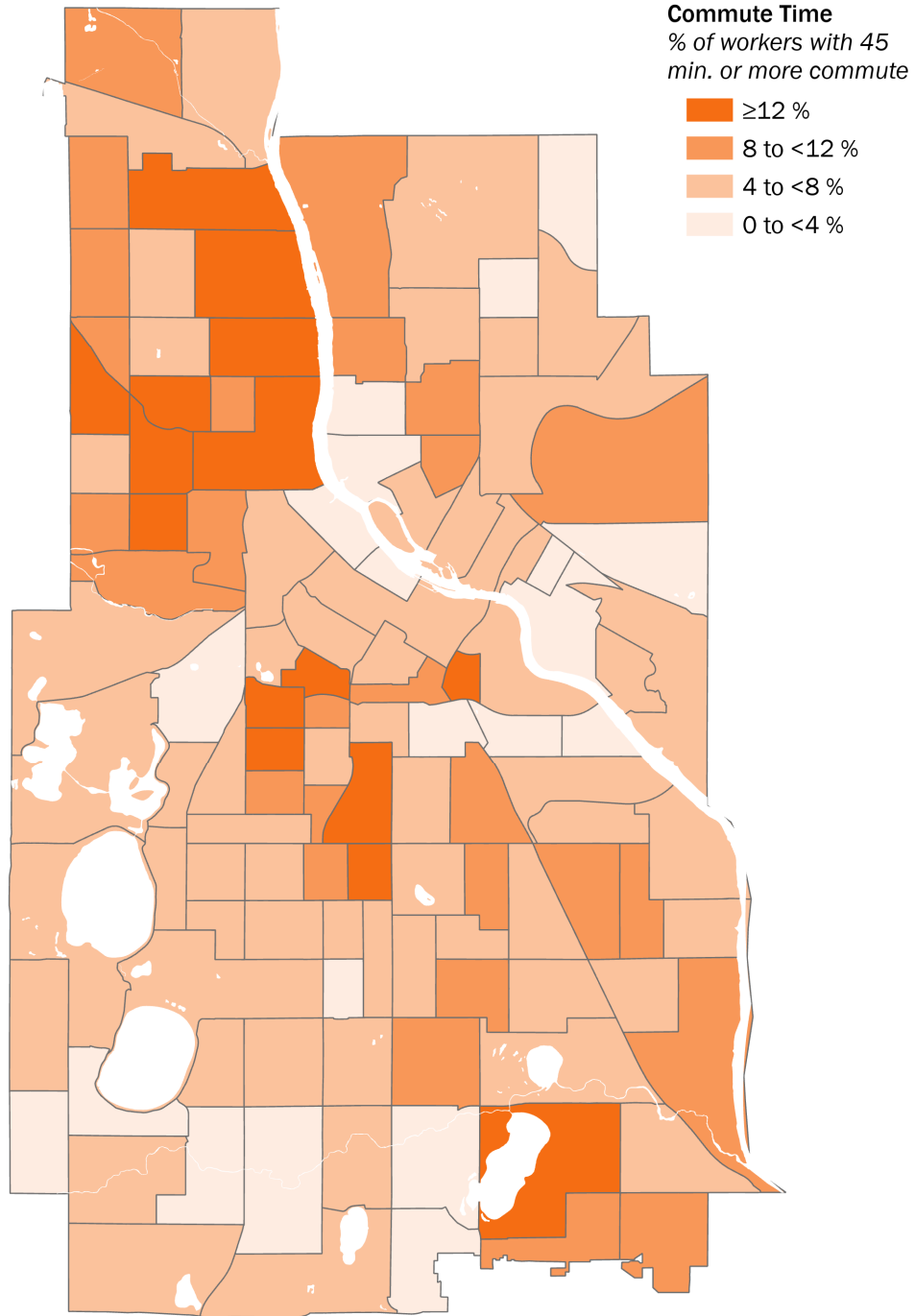
What is measured: Percentage of workers with at 45 minute or longer commute (~twice the average citywide commute time). Workers who primarily work from home were considered to have a zero minute commute time.
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017-2021

Figure 9: Land temperature
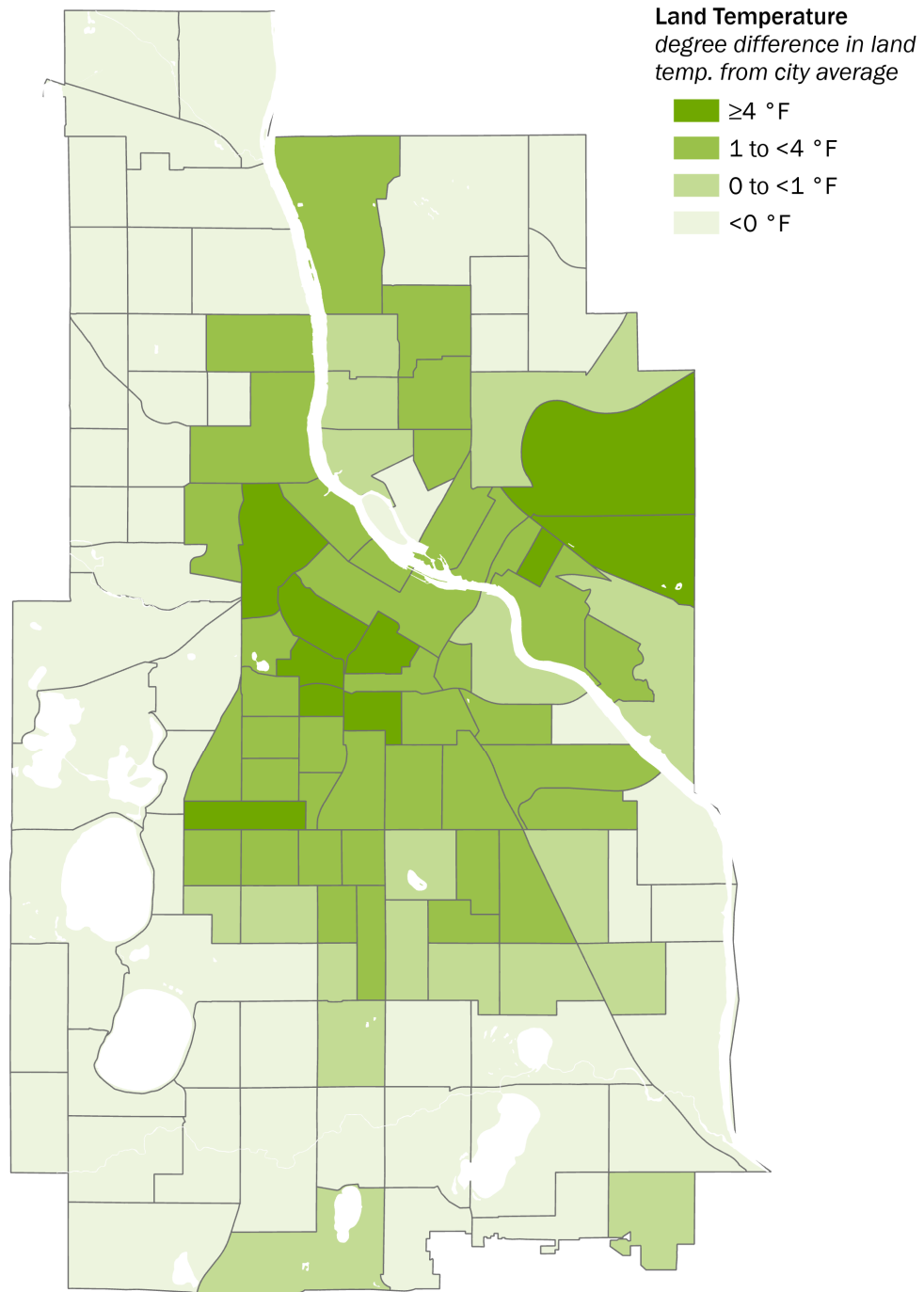
Land Temperature
degree difference in land temp. from city average

- ≥4 °F
- 1 to <4 °F
- 0 to <1 °F
- <0 °F

What is measured: Census tract temperature relative to the citywide mean temperature of 95.9 degrees Fahrenheit at the time the satellite image was taken.
Data Source: Metropolitan Council Land Surface Temperature for Climate Vulnerability Analysis (updated 2016 from Satellite data)– 30 x 30-meter resolution.

Figure 10: Population density

Population Density
number of residents per square mile

- ≥20,000
- 10,000 to <20,000
- 5,000 to <10,000
- 0 to <5,000

What is measured: People per square mile of land
Data Source: Census tract level data estimates from the U.S. Census Bureau, American Community Survey 5 Year Estimate for 2017–2021