



Racial Equity Framework for Transportation Appendices

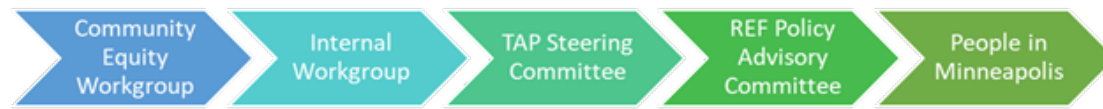
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Note: See [Transportation Equity Dashboard](#) for maps with additional details including neighborhood boundaries, street labels, and individual TEP area overlays

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:

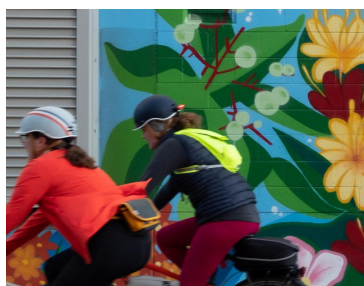
- *Support for the approach and the inclusion of historic and current inequities*
- *Request for clarity around what success looks like for the REF*
- *A deeper look at current inequities requested*
- *Additional clarity on how the REF and TEP will make a tangible impact on priorities citywide*
- *Concern 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](https://www.minneapolismn.gov))

Read the draft REF document: <https://lms.minneapolismn.gov/Download/RCV2/29386/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.

Support from Bloomberg Philanthropies via the American Cities Climate Challenge was instrumental in the development of the REF. It is with gratitude that we acknowledge the partnership with Nelson\Nygaard and the National Resource Defense Council that was established through the American Cities Climate Challenge.

Thank you for the partnership, collaboration and conversation to all the community members, City of Minneapolis staff and professional partners who helped shape this Racial Equity Framework for Transportation.

* 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

Abdullahi Abdulle
Bria Fast
Trey Joiner
Chris Kartheiser
Kathleen Mayell
Lillian Prybil
Andrew Schmitz

Additional staff contributors

Millicent Flowers, TPP
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.

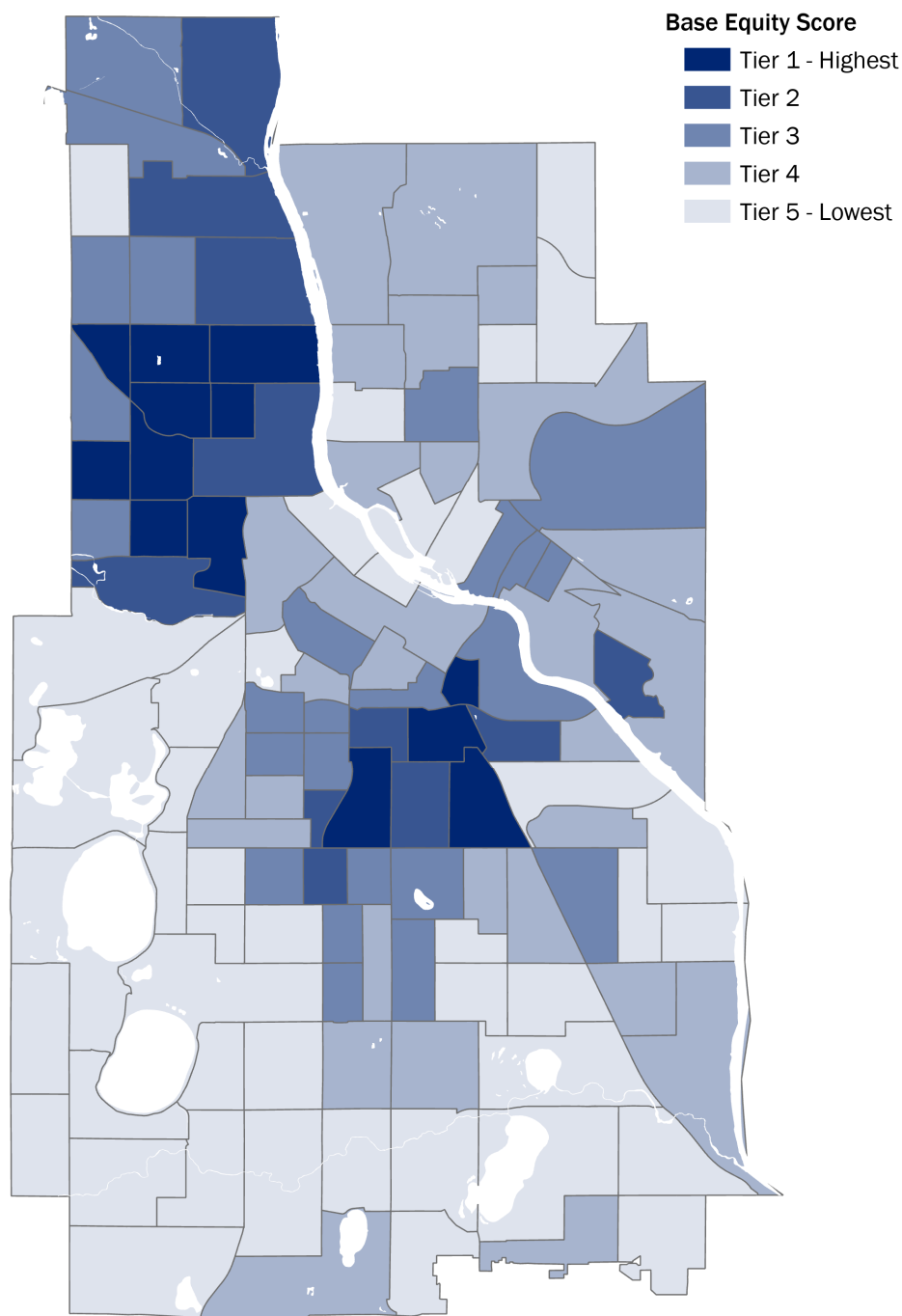
Definition of terms used in the Racial Equity Framework.

- **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.

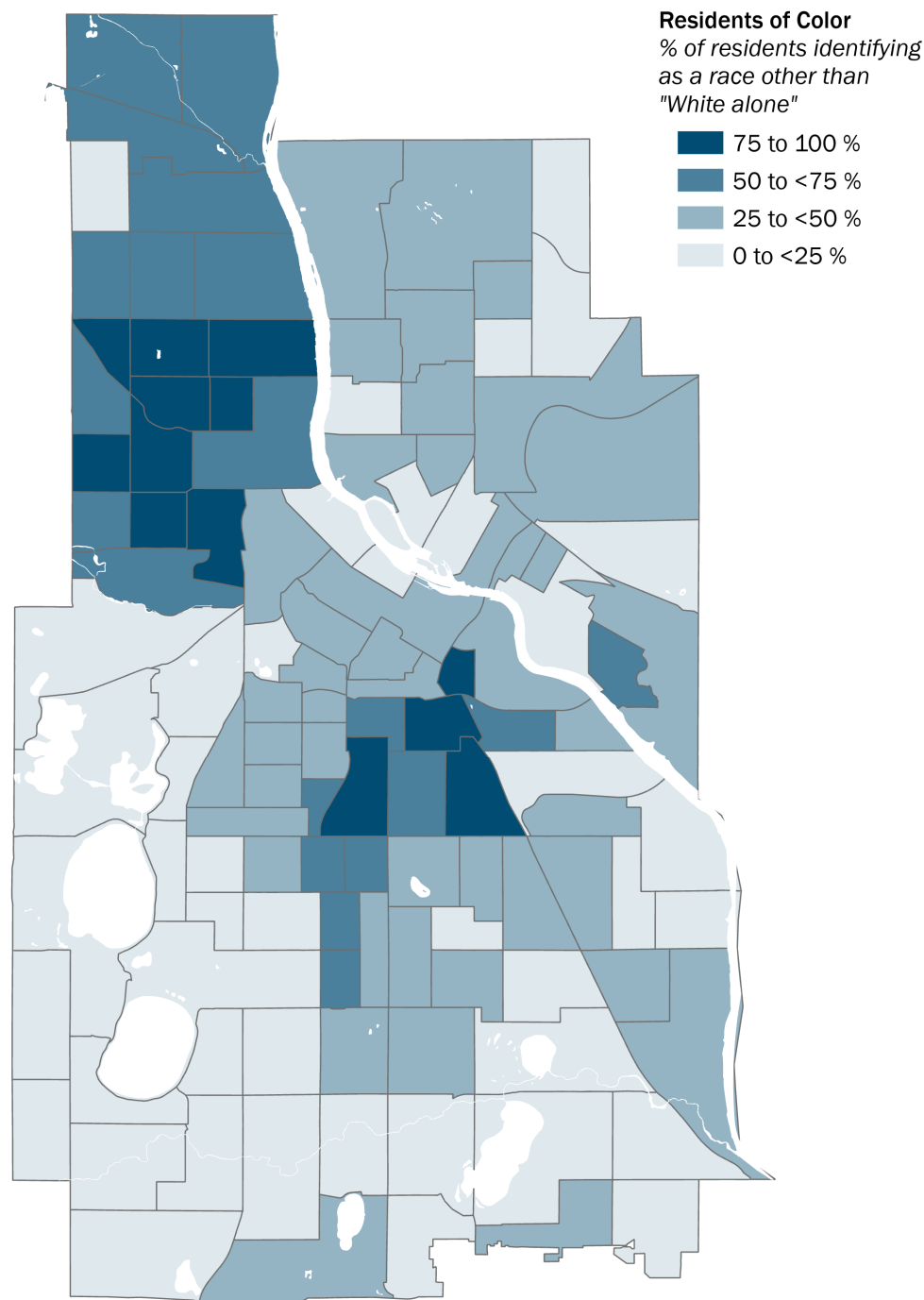
- **Special assessments:** A special assessment is a fee collected by the City for improvements or services the City provides that benefit your property. For more information about special assessments, visit the special assessment types [webpage](#).
- **Transportation equity:** Transportation equity 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: 100 POINTS
These criteria prioritize racial and economic equity.

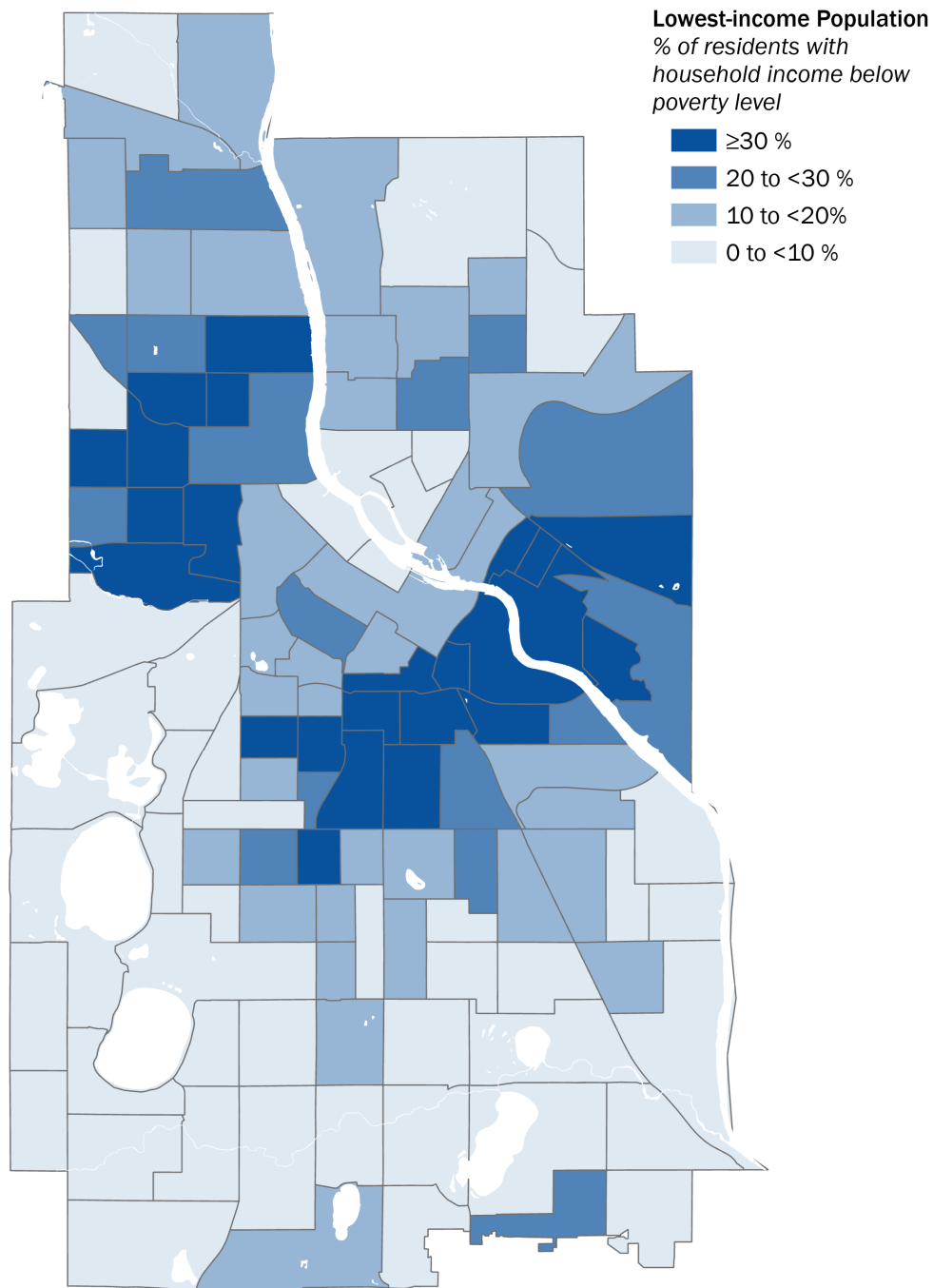
Figure 2: Residents of Color



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

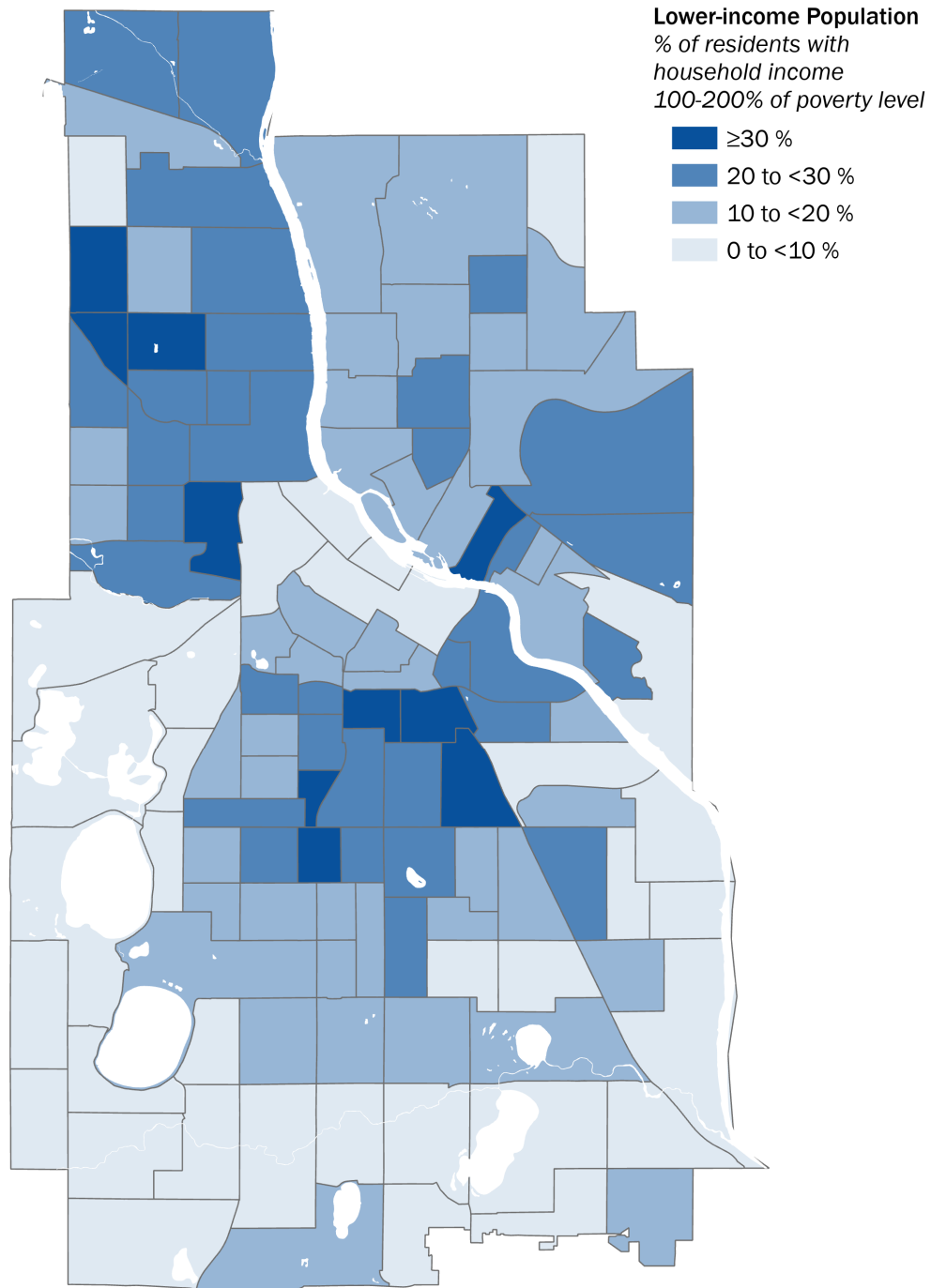
Figure 3: Lowest-income population



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

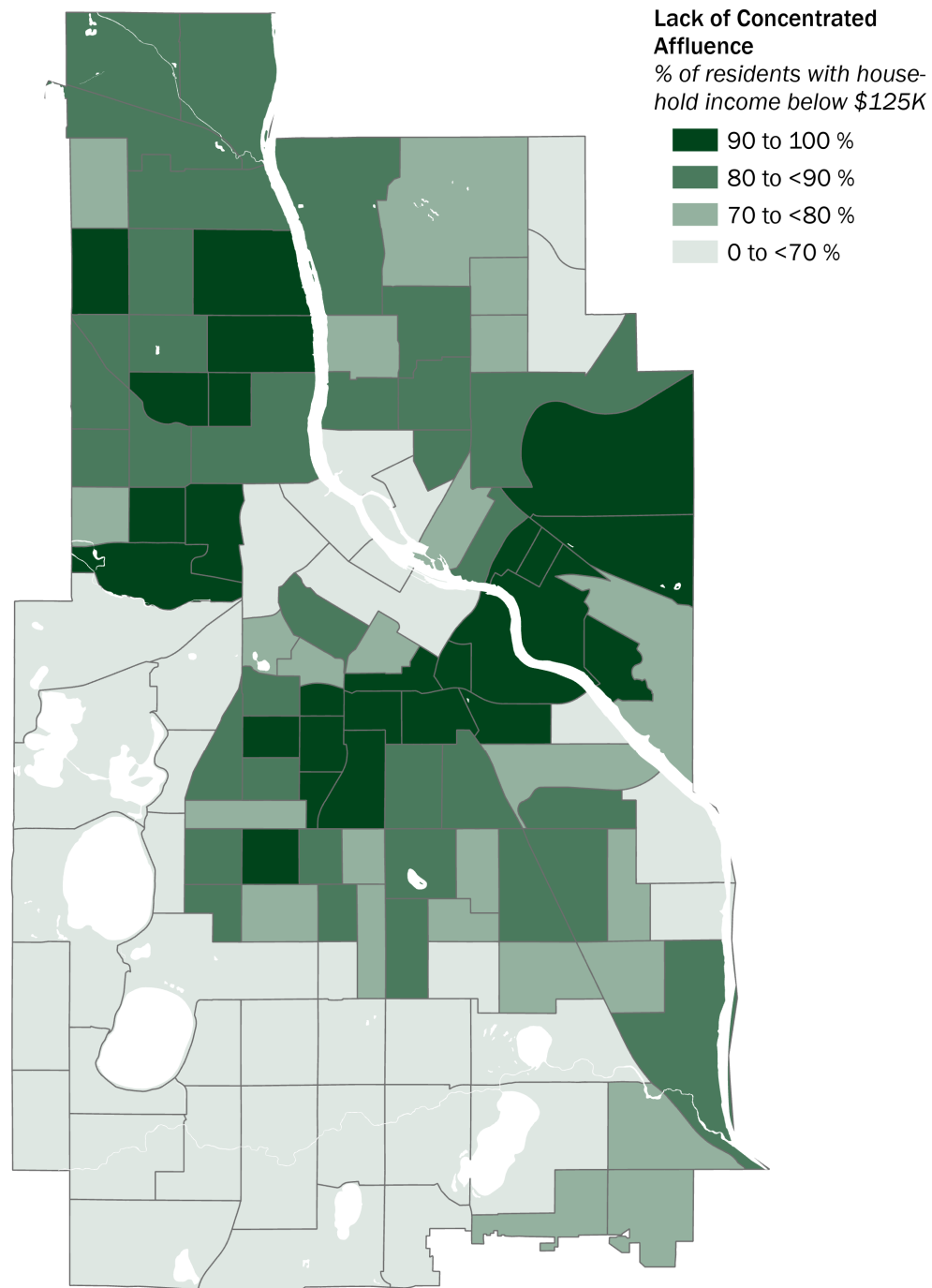
Figure 4: Lower-income population



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

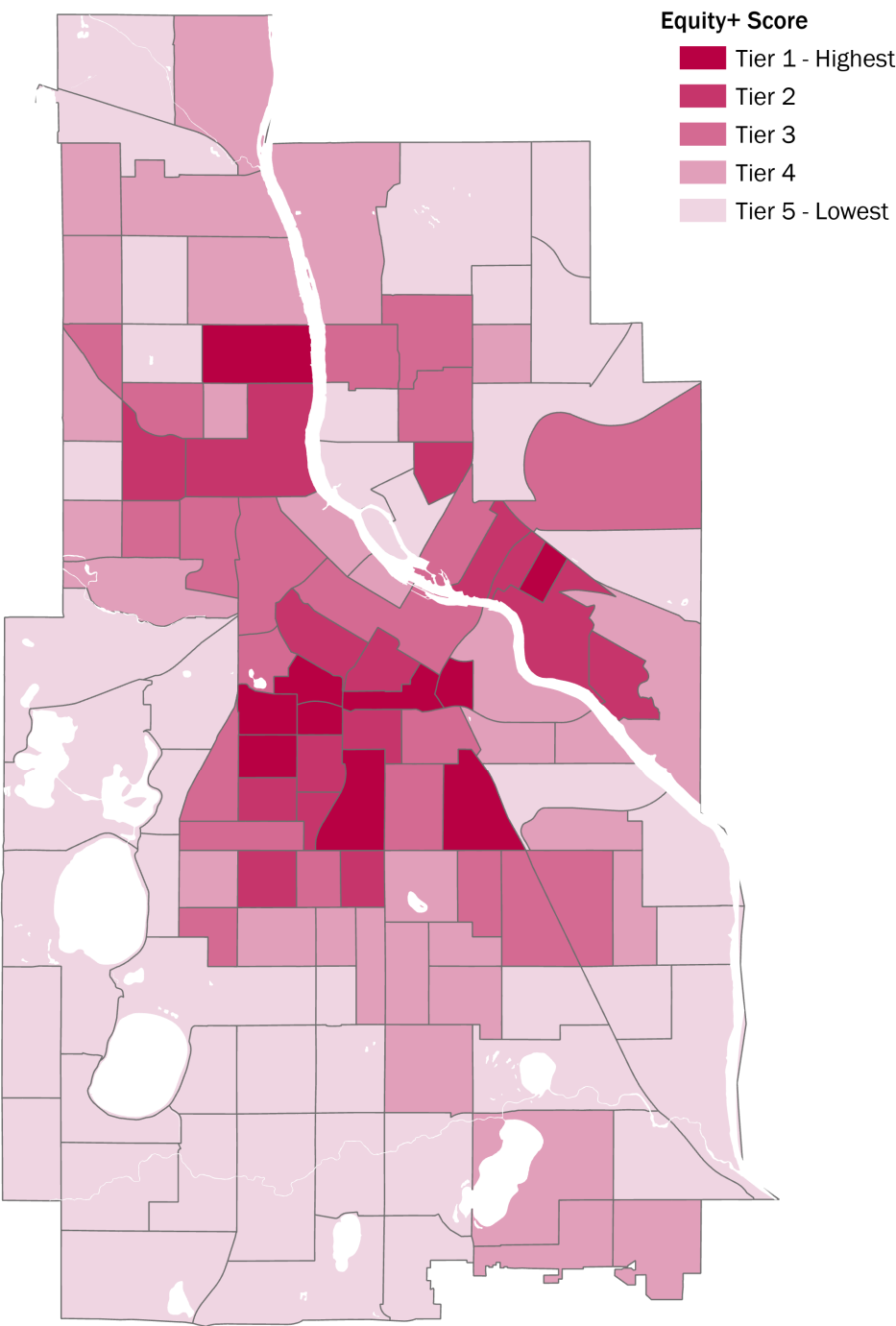
Figure 5: Lack of concentrated affluence



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

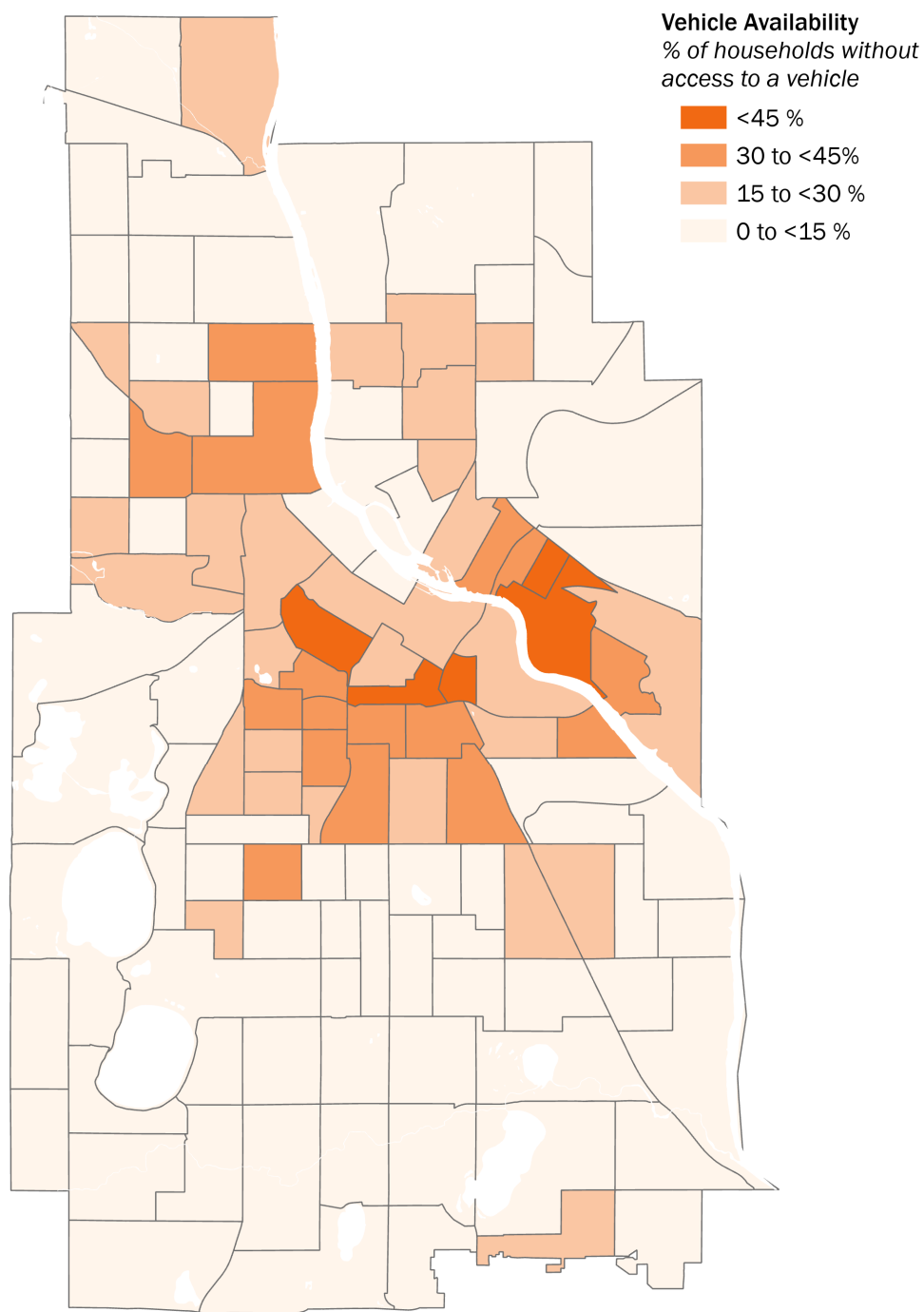
Figure 6: Equity+ score



EQUITY+ : 50 POINTS

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

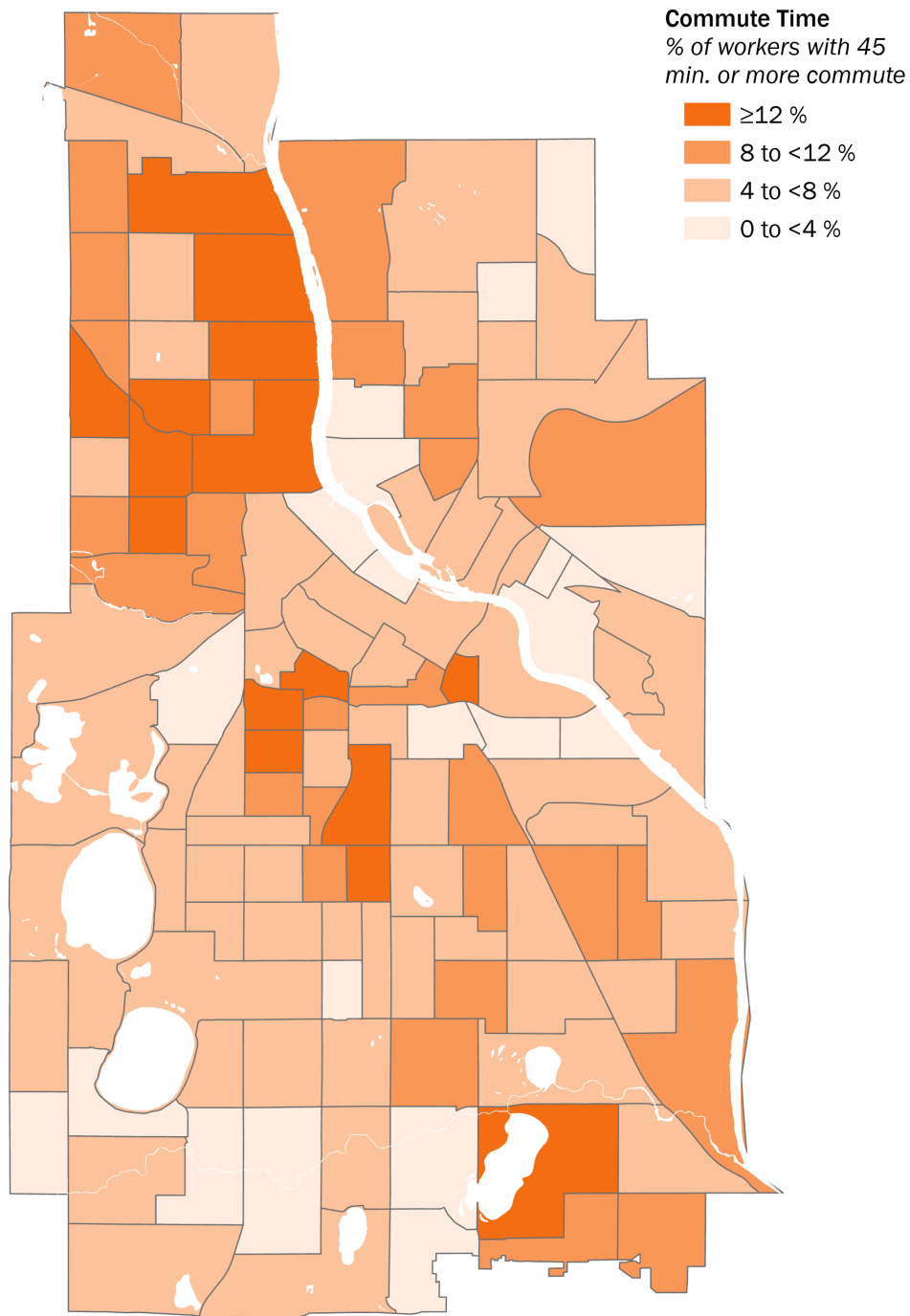
Figure 7: Vehicle availability



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

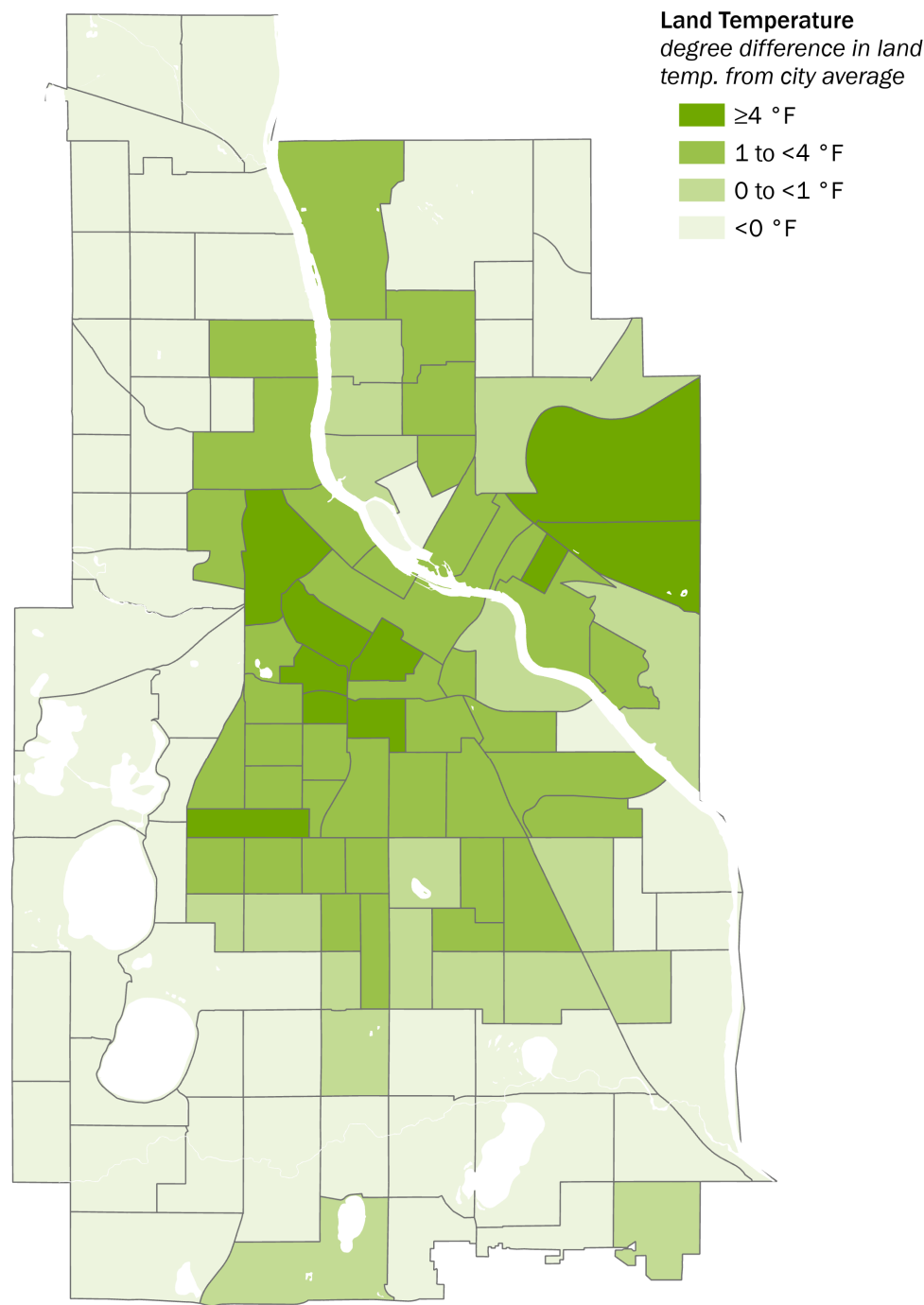
Figure 8: Commute time



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

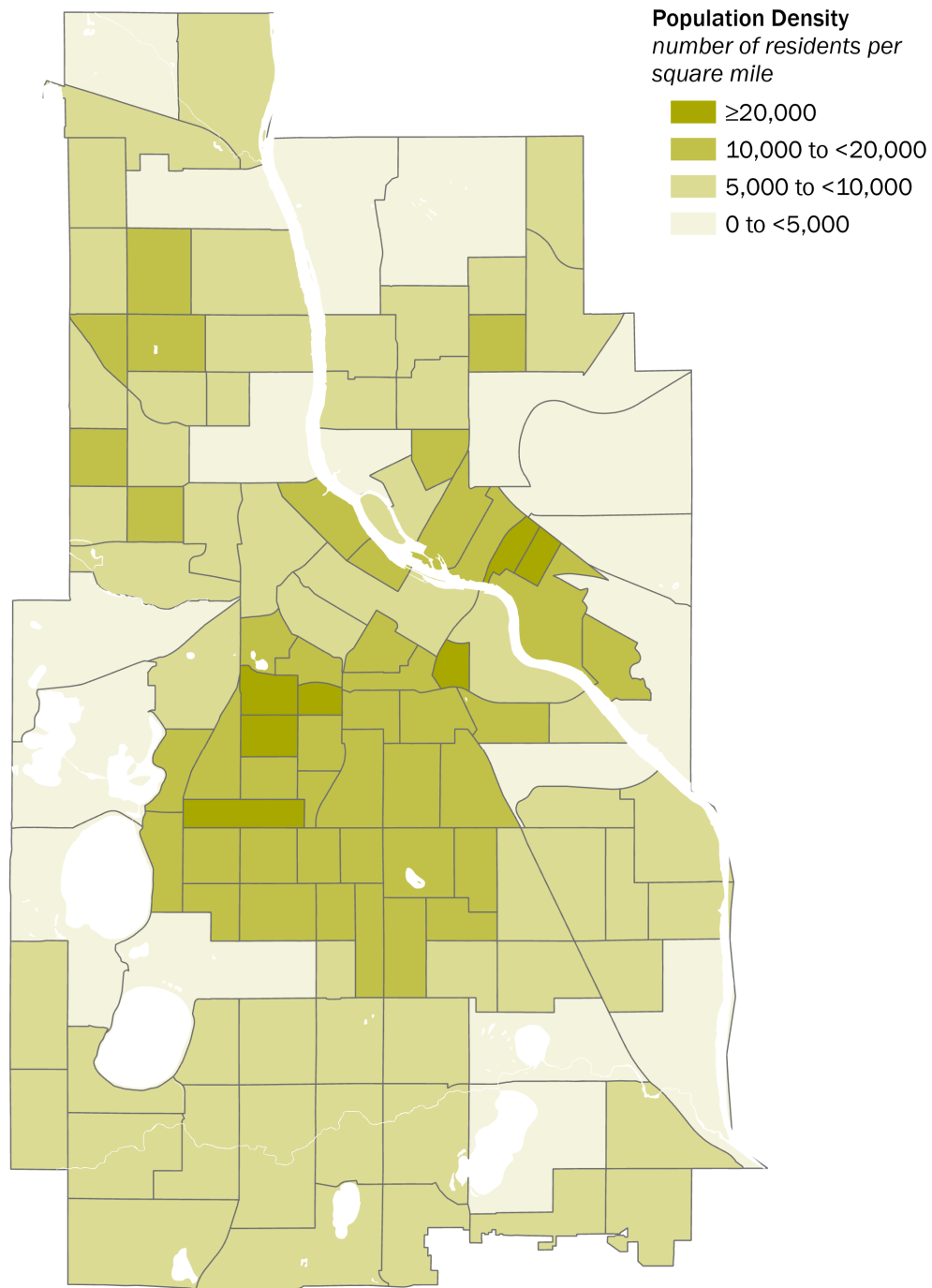
Figure 9: Land temperature



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



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