



## STRATEGIES + ACTIONS

### HOW WE GET THERE

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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,<sup>65</sup> 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

<sup>65</sup> 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



A photograph of a child riding a bicycle on a city street. The child is wearing a white hoodie and dark pants, riding away from the camera. The street is paved and has some fallen leaves. In the background, there are trees with yellowing leaves, utility poles, and a brick building. The sky is clear and blue.

## 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).<sup>66</sup> 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<sup>67</sup>. If a resident can get where they want to go without needing to rely on a car, we are supporting their economic stability.

<sup>66</sup> US BLS [Consumer Expenditure Survey](#).

<sup>67</sup> 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



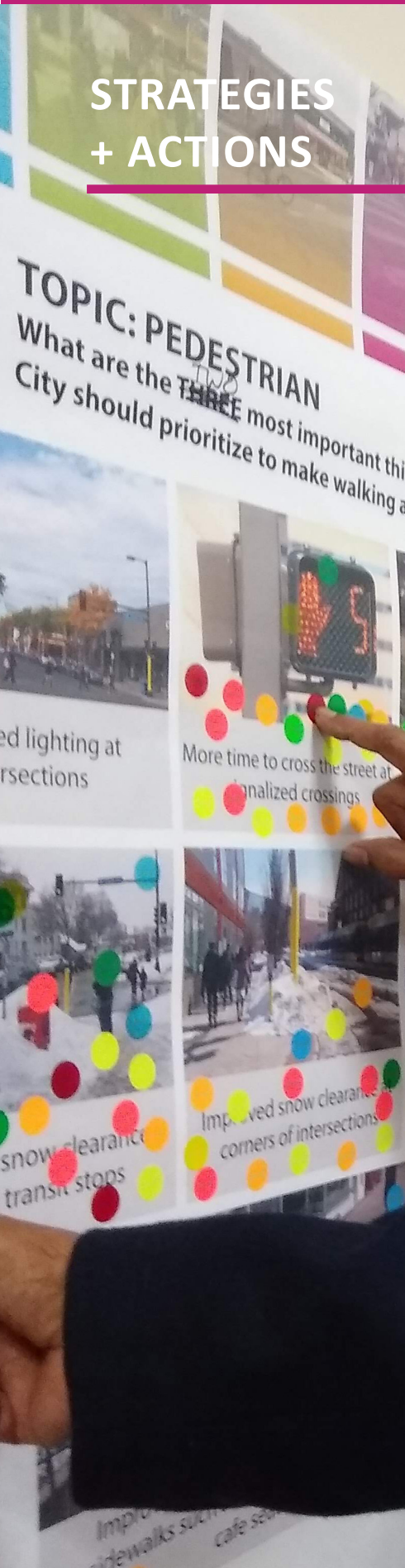
## STRATEGIES + ACTIONS

### 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