



Impacts of Freeway Sitting on Communities of Color

Requested by
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The Caltrans Division of Research, Innovation and System Information (DRISI) receives and evaluates numerous research problem statements for funding every year. DRISI conducts Preliminary Investigations on these problem statements to better scope and prioritize the proposed research in light of existing credible work on the topics nationally and internationally. Online and print sources for Preliminary Investigations include the National Cooperative Highway Research Program (NCHRP) and other Transportation Research Board (TRB) programs, the American Association of State Highway and Transportation Officials (AASHTO), the research and practices of other transportation agencies, and related academic and industry research. The views and conclusions in cited works, while generally peer reviewed or published by authoritative sources, may not be accepted without qualification by all experts in the field. The contents of this document reflect the views of the authors, who are responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the California Department of Transportation, the State of California, or the Federal Highway Administration. This document does not constitute a standard, specification, or regulation. No part of this publication should be construed as an endorsement for a commercial product, manufacturer, contractor, or consultant. Any trade names or photos of commercial products appearing in this publication are for clarity only.

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Executive Summary

Background

Discriminatory government policies related to housing, finance and transportation have had long-term, detrimental effects on the health and economy of low-income neighborhoods and communities of color, including Black, Brown and indigenous communities. These policies have impacted mobility, access to employment, education, healthcare and recreation. Government decisions about freeway siting in particular have impacted these neighborhoods. In California, more freeways and on- and off-ramps have dissected communities of color than affluent communities.

As part of its efforts to advance equity in transportation planning and policy, California Department of Transportation (Caltrans) is seeking information from other state departments of transportation (DOTs) about approaches to developing an equity-focused freeway inventory and best practices that have been implemented to document the impacts of freeway siting on communities of color. Information gathered from these agencies will be used to develop a historical narrative that could potentially deepen understanding of the long-term impacts on these communities.

Summary of Findings

Survey of Practice

An online survey was distributed to members of the American Association of State Highway and Transportation Officials (AASHTO) Committee on Planning, which includes representatives from state DOTs in all 50 states and the District of Columbia. Seven state DOTs responded to the survey. In a follow-up effort, the survey was distributed to a member of the AASHTO Tribal Liaison Community of Practice; the member did not respond to the request to complete the survey.

Of the seven AASHTO committee members responding to the survey, Maryland DOT reported having inventoried freeways in these communities and documenting the resulting impacts. However, the survey respondent did not provide any information about the agency's experience, policies or practices.

Arizona DOT has plans to document these freeways and the resulting impacts to affected communities. The agency is currently developing a civil rights and environmental justice program. Future plans for this program include defining highways in these communities and their impacts.

Five agencies—Iowa, Kansas, Maine, Rhode Island and Tennessee DOTs—have not inventoried freeways and do not have plans to document them. Kansas DOT documents impacts to communities of color on a project-by-project basis as part of the National Environmental Policy Act (NEPA) process. When residences and/or businesses in Tennessee are relocated as a result of a transportation project, the DOT completes a conceptual stage relocation plan during the environmental phase of the project and attempts to recognize and resolve social and economic impacts associated with any displacement. Rhode Island has a small number of limited-access highways, and Rhode Island DOT is aware of impacts on nearby communities. In Maine, very few, if any, freeways impact communities of color. Any inventorying would likely focus on displacing communities at or below poverty levels due to freeway or

highway bypass construction. Iowa DOT has not defined a methodology for assessing these impacts.

Below are comments from six agencies—Arizona DOT, which is planning to inventory freeways, and the five agencies that are not planning to inventory freeways—about information to include in a freeway inventory. Survey responses are summarized in three topic areas:

- Inventory data collection.
- Identifying impacts.
- Remediation and reparation.

Inventory Data Collection

A description of the road segment, ramp entrance and exit information, and annual average daily traffic data were most frequently recommended for inclusion in a freeway inventory (Kansas, Maine, Rhode Island and Tennessee DOTs). Speed, lane width and shoulder width data would also be included by Kansas and Tennessee DOTs. Additionally, Kansas DOT would collect information related to bus routes, high-occupancy vehicle lanes, noise walls, roadway tolling and rumble strips. Arizona DOT has not yet identified the criteria it would include in an inventory.

Identifying Impacts

Types of Impacts

All six agencies would include social impacts, such as community cohesion and quality of life; residential displacement or removal; and business displacement or removal in the inventory. Other suggested impacts to include are economic or financial factors, mobility, air quality and safety (Arizona, Kansas, Maine, Rhode Island and Tennessee DOTs); impacts related to health (Arizona, Kansas, Rhode Island and Tennessee DOTs); and impacts related to congestion (Kansas, Maine, Rhode Island and Tennessee DOTs). Maine DOT would also consider the cost of the construction project and any greenhouse gas benefits.

Community and Tribal Information

Community and tribal information would be documented by all six agencies. Information would include the demographics and history of the community and First Nation settlements. As part of the community demographics, Arizona DOT would inventory information related to minority, low-income and limited English proficiency populations.

Measuring Long-Term Effects

Four of the five agencies not inventorying freeways would measure the long-term effects of these impacts (Kansas, Maine, Rhode Island and Tennessee DOTs). Rhode Island and Tennessee DOTs recommend considering economic impacts over time, such as real estate or housing values. In addition, Tennessee DOT would consider income per capita; access to transit or other multimodal mobility options, such as bicycle and pedestrian access; increase or decrease in the number of businesses in the affected community; increase or decrease in crime rates in the affected community; and air quality index.

Arizona DOT plans to measure the long-term effects of these impacts, but has not defined the methodologies or calculations that will be used.

The Maine DOT respondent noted that it is very difficult to evaluate the impact of highway bypasses on local businesses. The respondent from Kansas DOT added that state DOTs may

not be the appropriate agencies to track these impacts because they “may not be impartial or viewed as being impartial.” According to the respondent, federal agencies, such as Federal Highway Administration (FHWA), or a group outside of state government may be more appropriate.

Remediation and Reparation

Kansas, Maine, Rhode Island and Tennessee DOTs would consider remediation and reparations efforts for families and businesses impacted by these freeways. Arizona DOT currently does not have plans to provide support to families or businesses.

Family Support

As part of assistance for families, Kansas and Rhode Island DOTs would involve the public during project development, which could minimize impacts and help families being displaced to understand the process.

Kansas DOT currently provides fair compensation to families displaced through right of way processes. The agency defines fair market value as “the amount in terms of money that a well-informed buyer is justified in paying and a well-informed seller is justified in accepting for property in an open and competitive market, assuming that the parties are acting without undue compulsion. The fair market value shall be determined by use of the comparable sales, cost or capitalization of income appraisal methods or any combination of such methods.” The respondent provided resources given to landowners that describe Kansas DOT’s fair compensation process and implementation of the Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970 (see Supplemental Documents, page 12).

Rhode Island DOT has worked with the Rhode Island Division of Statewide Planning to develop a public participation plan to help go beyond federal (NEPA) requirements for public involvement in the statewide planning process. It specifically recommends reaching people where they are so that typically underrepresented communities have a say in the transportation projects that are developed. (See Supplemental Documents, page 12, for information about public participation and other resources.)

Additional assistance could include support from a social services group to connect families with similar communities (Kansas DOT) and support for impacts to health (Rhode Island DOT). The Maine DOT respondent suggested revisiting state and agency policies on this topic.

To assess the effects of the support on families, respondents suggest following up through interviews (Kansas DOT), public meetings (Rhode Island DOT) and on-site gatherings at Health Equity Zones (Rhode Island DOT).

Business Support

In Kansas, businesses impacted by these freeways are compensated through the DOT’s right of way process (see Supplemental Documents, page 12). Additional assistance could include connecting these businesses to other businesses with similar experiences (Kansas DOT) and including businesses in the public involvement process during project development (Rhode Island DOT).

To assess the effects of the support on businesses, respondents suggest following up through interviews (Kansas DOT) and outreach (Rhode Island DOT).

Related Research and Resources

A literature search of recent publicly available domestic resources and in-progress research identified publications and other resources, which are presented below in the following topic areas:

- National research and guidance.
- State research and guidance.
- Case studies.
- Related resources.

National Research and Guidance

A National Cooperative Highway Research Program project has been tentatively selected to identify practices and policies that will advance social justice and equity into transportation decision-making. Notable publications include numerous FHWA resources related to environmental justice, including a 2019 state-of-the-practice review of its use in transportation planning and programming by state DOTs and metropolitan planning organizations (MPOs); a 2015 reference guide for conducting an environmental justice analysis that examines impacts; and case studies and other resources available on FHWA's web site. An FHWA 2018 report provides guidance about the community impact assessment process, and strategies used as part of the NEPA process in 10 transportation projects are highlighted in a 2013 FHWA report.

Barriers to addressing transportation equity, including the lack of sufficient and quality equity-related data, challenges with accessing and collecting data, and a lack of standards and metrics for measuring equity-related outcomes, are identified in a 2021 journal article. Equity analysis in transportation policy and planning processes is addressed in two 2020 Transit Cooperative Research Program publications.

State Research and Guidance

California

A Caltrans research project in progress is using a multidisciplinary approach to examine the health, employment, educational and social consequences of freeway siting in the state. A 2011 handbook provides guidance and procedures for assessing the impacts of proposed transportation projects on communities and neighborhoods and for achieving context-sensitive solutions in the transportation project design.

Other States

Minnesota DOT has launched a research project to illustrate the systemic barriers resulting from interstate highway construction and other structural discrimination practices that marginalized communities face and to identify solutions to these barriers. To raise awareness of environmental justice issues, a 2011 Michigan DOT guide presents a framework with the steps needed to incorporate environmental justice into the transportation project planning and development process. The impacts of transportation projects in minority and low-income Pennsylvania communities are discussed in a 2016 guide. A 2010 New Jersey DOT manual presents an approach for identifying and addressing the effects of transportation actions on social and economic considerations. Preparing a community profile, impact assessment topics, issues resolution and the public involvement process are addressed in the manual.

Case Studies

Several case studies from multiple states address equity and justice in transportation, including a 2021 Transportation Research Board presentation that highlights the impacts of highway construction on the Rondo neighborhood in St. Paul, Minnesota, and neighborhoods in Oakland, California. Community resources and a comprehensive framework to guide urban and community development are also provided. Additional research by the Congress for the New Urbanism looks at multiple campaigns to restore and revitalize similar neighborhoods throughout the country by improving health, equity, opportunity and connectivity.

Related Resources

Eric Avila's work provides a historical perspective of communities of color whose neighborhoods were impacted the most by freeway construction. Recent journal articles explore opportunities to address transportation equity in disadvantaged communities, including an October 2020 legal article that encourages policymakers to thoroughly analyze the effects of a proposed action, policy or practice on racial and ethnic groups, and a November 2020 planning article that proposes focusing on transportation justice instead of transportation equity to more closely align with models of social change. A May 2020 regional planning agency study concludes that vehicle air pollution is highest in communities of color because of a historical pattern of numerous inequities in these neighborhoods, including the construction of new freeways.

Gaps in Findings

Overall participation in the survey was very limited, and only one state DOT reported experience with highway inventories. While this response was not unexpected, it narrowed the survey findings to suggestions from agencies without direct experience. In addition, the perspectives of tribal nations were not included in this Preliminary Investigation—either from specific tribes or state DOT experience. These stakeholders could provide another potentially valuable source of insight to an equity-focused freeway inventory.

Next Steps

Moving forward, Caltrans could consider:

- Following up with survey respondents from the following agencies for additional information about their policies and practices:
 - Maryland DOT, which reportedly has inventoried freeways in communities of color and has documented the resulting impacts, for details about its process, criteria and resulting impacts.
 - Arizona DOT, which has plans to inventory freeways as its civil rights and environmental justice program develops.
- Contacting members of tribal nations for information unique to these communities.
- Reviewing the findings of the literature search for equitable policies and practices in transportation decision-making.
- Monitoring research in progress or anticipated research projects for practices and strategies that ensure equitable outcomes for communities impacted by freeway construction.

Detailed Findings

Background

Throughout the country, discriminatory government policies related to housing, finance and transportation have harmed low-income neighborhoods and communities of color, including Black, Brown and indigenous communities. These policies have had long-term, detrimental effects on the health and economy of the areas, including mobility and access to employment, education, healthcare and recreation. Government decisions about freeway siting in particular have impacted these neighborhoods. In California, more freeways and on- and off-ramps have dissected communities of color than affluent communities.

As California Department of Transportation (Caltrans) advances equity in transportation planning and policy, an equity-focused look at the state's current highway system is needed to better understand existing conditions and long-term community impacts. Caltrans is seeking information from other state departments of transportation (DOTs) about approaches to developing an equity-focused freeway inventory and best practices that have been implemented to document the impacts of freeway siting on communities of color. This information could be used to develop a historical narrative that could potentially provide a holistic approach to understanding the long-term impacts on these communities.

A national survey of state DOTs gathered information about agency experience inventorying freeways to document freeway development and determine the impact to communities that have been displaced, are in close proximity to the site or are potentially harmed. Results of a literature search of publicly available domestic resources and in-progress research supplemented survey findings.

Survey of Practice

An online survey was distributed to members of the American Association of State Highway and Transportation Officials (AASHTO) Committee on Planning. This committee's membership is national in scope and includes representatives from state DOTs in all 50 states and the District of Columbia. In a follow-up effort, the survey was distributed to a member of the AASHTO Tribal Liaison Community of Practice; the member did not respond to the request to complete the survey. Survey questions are provided in [Appendix A](#). The full text of survey responses is presented in a supplement to this report.

Summary of Survey Results

Seven state DOTs responded to the survey. Of these agencies, Maryland DOT reported having inventoried freeways in these communities and documenting the resulting impacts. However, the survey respondent did not provide any information about the agency's experience, policies or practices. Repeated attempts to contact the respondent were unanswered.

Of the remaining agencies, Arizona DOT has plans to document these freeways and the resulting impacts to affected communities. Currently the agency is building a civil rights/environmental justice program that will define highways in these communities and their impacts as the program develops. The respondent noted that program development is at a "high-level evaluation stage." The agency's intent is to progress further on this topic, but "no concrete plans" are identified at this time.

Five agencies—Iowa, Kansas, Maine, Rhode Island and Tennessee DOTs—have not inventoried freeways and do not have plans to document them. Respondents provided the following information about agency decisions:

- *Iowa*. The respondent from Iowa DOT reported that the agency has not defined a methodology for assessing the impacts of highways on communities of color, adding that this type of inventory is not a federal or state requirement.
- *Kansas*. As part of the National Environmental Policy Act (NEPA) process, Kansas DOT documents impacts to communities of color on a project-by-project basis. Environmental justice is reported in the related NEPA documents and discovery phase documents but isn't compiled in an inventory.
- *Maine*. Very few, if any, freeways in Maine impact communities of color. The respondent noted that if the agency were to inventory freeways, its focus would likely be on displacing communities at or below poverty levels due to freeway or highway bypass construction.
- *Rhode Island*. This state has a small number of limited-access highways, and Rhode Island DOT is aware of the impacts on nearby communities. The respondent noted that the agency has asked communities of color about the types of transportation infrastructure they need to improve mobility. These discussions have led to improvements in bicycle, pedestrian and bus routes.
- *Tennessee*. When residences and/or businesses are relocated as a result of a project, Tennessee DOT completes a conceptual stage relocation plan during the environmental phase of the project and attempts to recognize and resolve problems associated with displacing individuals, families and businesses. This information becomes part of the environmental document in which social and economic impacts from the relocations are evaluated and discussed.

The respondent from Arizona DOT, which is considering inventorying freeways, and the respondents from the five agencies not planning to inventory freeways commented on the type of information that should be gathered for an inventory. Their responses are presented below in the following topic areas:

- Inventory data collection.
- Identifying impacts.
- Remediation and reparation.

Inventory Data Collection

Respondents from four agencies—Kansas, Maine, Rhode Island and Tennessee DOTs—suggested including a description of the road segment, ramp entrance and exit information, and annual average daily traffic (AADT) data for a freeway inventory. In addition, both Kansas and Tennessee DOTs would collect speed, lane width and shoulder width data. The Kansas DOT respondent also suggested collecting information about bus routes, high-occupancy vehicle (HOV) lanes, noise walls, roadway tolling and rumble strips.

The respondent from Iowa DOT reported that the agency already has data for the listed criteria. Arizona DOT has not yet identified the criteria it would include in an inventory. Table 1 summarizes survey responses.

Table 1. Data for a Freeway Inventory

State	Road Segment Description	Ramp Entrance/ Exit	Speed	AADT	Lane Width	Shoulder Width	Other	Description
Kansas	X	X	X	X	X	X	X	<ul style="list-style-type: none"> • Bus routes • HOV lanes • Noise walls • Roadway tolling • Rumble strips
Maine	X	X		X				
Rhode Island	X	X		X				
Tennessee	X	X	X	X	X	X		
Total	4	4	2	4	2	2	1	

Identifying Impacts

Information about the impacts of freeways in these communities was provided in the following categories:

- Types of impacts.
- Community and tribal information.
- Measuring long-term effects.

Types of Impacts

The most common impacts of freeway siting on communities of color or tribes that agencies either recommended should be identified or plan to identify are social impacts, such as community cohesion and quality of life; residential displacement or removal; and business displacement or removal (six agencies). Impacts resulting from economic or financial factors, mobility, air quality and safety (five agencies) and impacts related to health and congestion (four agencies) were also recommended. Table 2 summarizes survey responses.

Table 2. Impacts to Identify in an Inventory

State	Social	Economic/ Financial	Health	Mobility	Congestion	Air Quality	Safety
Arizona	X	X	X	X		X*	X
Iowa	X						
Kansas	X	X	X	X	X	X	X
Maine	X**	X**		X**	X	X	X
Rhode Island	X	X	X	X	X	X	X
Tennessee	X	X	X	X	X	X	X
Total	6	5	4	5	4	5	5

* Potentially.

** Benefits and impacts.

Table 2. Impacts to Identify in an Inventory, Continued

State	Residential Displacement/ Removal	Business Displacement/ Removal	Other	Description
Arizona	X	X		
Iowa	X	X		
Kansas	X	X		
Maine	X	X	X	<ul style="list-style-type: none"> • Cost of construction • Greenhouse gas benefits
Rhode Island	X	X		
Tennessee	X	X		
Total	6	6	1	

Community and Tribal Information

All six agencies recommended documenting or are planning to document community and tribal information in an inventory, including the demographics and history of the community and First Nation settlements. Arizona DOT plans to document information related to minority, low-income and limited English proficiency (LEP) populations. Table 3 summarizes survey responses.

Table 3. Community and Tribal Information for an Inventory

State	Community Demographics	First Nation Settlements	History of Community
Arizona	X*	X	X
Iowa	X	X	X
Kansas	X	X	X
Maine	X	X	X
Rhode Island	X	X	X
Tennessee	X	X	X
Total	6	6	6

* Minority, low-income and LEP populations.

Measuring Long-Term Effects

Four of the five agencies not inventorying freeways suggested that the long-term effects of these impacts should be measured (Kansas, Maine, Rhode Island and Tennessee DOTs). (*Note:* Iowa DOT did not respond to this question). The respondents from both Rhode Island and Tennessee DOTs recommended considering economic impacts over time, such as real estate or housing values. The Tennessee DOT respondent also suggested considering:

- Income per capita.
- Access to transit or other multimodal mobility options, such as bicycle and pedestrian access.
- Increase or decrease in the number of businesses in the affected community.
- Increase or decrease in crime rates in the affected community.
- Air quality index.

Maine DOT has had discussions in the past about highway bypasses and their impact on local businesses, which the respondent noted are very difficult to evaluate. The respondent from Kansas DOT added that DOTs may not be the appropriate agencies to track these impacts because they “may not be impartial or viewed as being impartial.” According to the respondents, federal agencies, such as FHWA, or a group outside of state government may be more appropriate.

Arizona DOT plans to measure the long-term effects of these impacts, however, the agency has not defined the methodologies or calculations that will be used.

Remediation and Reparation

Four agencies—Kansas, Maine, Rhode Island and Tennessee DOTs—would consider remediation and reparations efforts for families and businesses impacted by these freeways. Arizona DOT currently does not have plans to provide support to families or businesses.

Support for Families

Involving the public during project development was recommended by the respondents from Kansas and Rhode Island DOTs. The Kansas DOT respondent added that this involvement could minimize impacts and help families to understand the process if they are being displaced.

Currently Kansas DOT provides fair compensation to families displaced through right of way processes. The agency defines fair market value as “the amount in terms of money that a well-informed buyer is justified in paying and a well-informed seller is justified in accepting for property in an open and competitive market, assuming that the parties are acting without undue compulsion. The fair market value shall be determined by use of the comparable sales, cost or capitalization of income appraisal methods or any combination of such methods.” The respondent provided resources that describe Kansas DOT’s fair compensation process and implementation of the Uniform Relocation Assistance and Real Property Acquisition Policy Act of 1970 (see Supplemental Documents below).

Rhode Island DOT has worked with the Rhode Island Division of Statewide Planning to develop a public participation plan (see Supplemental Documents below) to help go beyond federal (NEPA) requirements for public involvement in the statewide planning process. It specifically recommends reaching people where they are so that typically underrepresented communities have a say in the transportation projects that are developed. The agency also implements a transportation equity benefit analysis to assess the distribution of transportation investments across select population groups for federal fiscal years 2022 through 2025.

Additional assistance could include support from a social services group to connect families with similar communities (Kansas) and support for impacts to health (Rhode Island).

The respondent from Maine DOT did not suggest specific types of support for families, noting that state and agency policies should be revisited on this topic. The Tennessee DOT respondent was also unsure about the type of support families should receive.

Follow-Up Inquiries

To assess the effects of the support on families, respondents suggested following up through interviews (Kansas), public meetings (Rhode Island) and gatherings on-site at Health Equity Zones (Rhode Island).

Support for Businesses

In Kansas, businesses impacted by these freeways are compensated through the DOT's right of way process. The respondent added that connecting these businesses to other businesses with similar experiences would be helpful. The Rhode Island DOT respondent recommended including businesses in the public process during project development.

Follow-Up Inquiries

To assess the effects of the support on businesses, respondents suggested following up through interviews (Kansas) and outreach (Rhode Island).

Supplemental Documents

Kansas

Acquisition: Real Property Acquisition for Kansas Highways, Roads, Streets and Bridges, Bureau of Right of Way, Kansas Department of Transportation, March 2019.

<https://www.ksdot.org/Assets/wwwksdotorg/bureaus/burRow/Acquisition/2019%20AcquisitionWCoverForWebsite.pdf>

From the introduction:

This brochure explains your rights as an owner of real property to be acquired for a federally or state-funded program or project.

A discussion of fair compensation begins on page 9 of the guide (page 12 of the PDF).

Related Resource:

Acquisition, Bureau of Right of Way, Kansas Department of Transportation, undated.

<https://www.ksdot.org/bureaus/burrow/Acquisition/default.asp>

This web page describes the agency's practices related to "written offers of just compensation and negotiating the purchase of land needed for highway right of way." Access to the property acquisition brochure described above and to the bureau's acquisition manual is available from this page.

Relocation: Your Rights and Benefits as a Displaced Person Under the Federal Relocation Assistance Program, Federal Highway Administration, October 2014.

https://www.fhwa.dot.gov/real_estate/publications/your_rights/rights2014.pdf

This brochure includes information about relocation assistance advisory services (page 6 of the brochure, page 7 of the PDF), assistance for people displaced from their residences (beginning on page 6 of the brochure, page 7 of the PDF) and assistance for displaced businesses (beginning on page 7 of the brochure, page 8 of the PDF). Additional topics discussed include moving costs for families and businesses, replacement housing and reestablishment expenses for businesses.

Rhode Island

Public Participation Plan, Rhode Island State Planning Council, Metropolitan Planning Organization and Rhode Island Division of Statewide Planning, June 2019.

<http://www.planning.ri.gov/documents/trans/ppplep/3c-Public-Participation-%20Plan-6-13-19.pdf>

From the introduction: This [public participation plan] outlines the Division of Statewide Planning and SPC's [State Planning Council's] responsibilities, goals and strategies for engaging the public in its planning work. It may be used for the SPC's planning process for transportation planning including the development of the [s]tate's Long-Range Transportation Plan and State

Transportation Improvement Program. The [p]lan may also be used for the development of the SPC's non-transportation planning areas including land use planning documents.

Related Resource:

Public Participation, Rhode Island Division of Statewide Planning, undated.

<http://www.planning.ri.gov/public-participation/index.php>

From the web page:

Public participation is integral to good transportation planning. It improves the decision-making process whereby lasting contributions can be made to positively impact Rhode Island's quality of life. Essential to meaningful public participation are public engagement programs that can expand the approaches and communication methods necessary for engaging stakeholders. The feedback gathered from these programs can then be utilized to develop transportation policies, programs and projects in the state.

Access to Rhode Island DOT's long-range transportation plan, state transportation improvement program, unified planning work program and public participation plan are available from this page.

Section 5: Transportation Equity Benefit Analysis, State Transportation Improvement Program FFY 2022-2031, Rhode Island Division of Statewide Planning, undated.

<http://www.planning.ri.gov/documents/tip/2021/Section%205-Transportation%20Equity%20Benefit%20Analysis.pdf>

From the summary: The objective of the TEBA [Transportation Equity Benefit Analysis] is to assess the distribution of transportation investments across select population groups for the first four fiscally constrained years (federal fiscal year (FFY) 2022-2025) of the FFY 2022–2031 STIP. ... The TEBA identifies and geographically locates [s]elect [p]opulation [g]roups (SPG) in the State of Rhode Island that are protected from discrimination under the law, and groups that may face transportation challenges. In compliance with [f]ederal requirements, the TEBA also determines how the state's transportation investments outlined in fiscally constrained years (FFY 2022-2025) of the FFY 2022-2031 State Transportation Improvement Program (STIP) impact these select population groups.

Related Research and Resources

A literature search of recent publicly available domestic resources and in-progress research identified publications and other resources, which are presented below in the following topic areas:

- National research and guidance.
- State research and guidance.
- Case studies.
- Related resources.

National Research and Guidance

Research in Progress

Note: The following project has been tentatively selected.

NCHRP 08-162 [Anticipated], Identify Practices and Policies to Advance Social Justice and Equity Into Transportation Decision-Making, anticipated start date: May 2021, expected completion date: unknown.

Project description at <https://apps.trb.org/cmsfeed/TRBNetProjectDisplay.asp?ProjectID=5140>

From the project description:

Transportation decisions made in the past, such as in the period of the development of the interstate highway system, still contribute to inequities and adverse impacts to low-income and minority communities. Freeways constructed through the heart of communities destroyed social fabric, divided spaces physically or created barriers to access for low-income and minority communities with profound and lasting impacts. Also, land use and housing policies at all levels of government, including redlining and exclusionary zoning, played an important role in limiting access to opportunities for minority communities. To not repeat these mistakes, it is necessary to understand the lessons of the past and to then mitigate the negative outcomes, particularly as transportation decisions are made concerning the rehabilitation of aging transportation infrastructure and deployment of new mobility options.

The research will identify:

- Effective ways to incorporate equity into ongoing transportation practice at state, regional and local levels.
- Best approaches to adopt and implement new practices related to equity and develop strategies to address and mitigate injustice and harms caused by past transportation decisions, particularly about community disruption and barriers to access.
- Effective approaches to enhance access and quality of life in areas adversely impacted by past infrastructure projects.
- How and why current decision-making practice fails to consider equity appropriately, across all aspects of transportation decision-making—planning, project selection, project design and development, operations and maintenance—and how this outcome can be changed.

- Intentional or unintentional role of transportation infrastructure in enabling systemic inequities, failure to close access gaps for all users—both in urban and rural communities—and causes of long-term community impacts such as gentrification and displacement.
- Effective policies and strategies that evolve from well-intentioned policy gestures and toward actionable mechanisms to eliminate systemic racism, reverse impacts and ensure equity in future transportation investments, both operational and capital, and for new mobility and innovative technologies.

A historical summary of racism and inequity in transportation planning and decision making will be developed, including practices and policies that enabled mobility injustice and strategies to overcome this history. The research will also investigate how racism is different for Native Americans and describe how equity issues differ from those affecting other minority and underrepresented racial groups in the transportation planning and decision-making process.

Completed Research and Guidance

Community Impact Assessment

Community Impact Assessment: A Quick Reference for Transportation, Federal Highway Administration, 2018.

https://www.fhwa.dot.gov/livability/cia/quick_reference/ciaguide_053118.pdf

From the introduction: Community impact assessment is an iterative process to evaluate the effects of a transportation action on a community and its quality of life. The assessment process is an integral part of transportation planning and project development that shapes the outcome of transportation decisions. It involves understanding the needs of communities and documenting the existing and anticipated social environment of a community with and without the proposed action. The information gleaned from this iterative process can inform decisions concerning transportation planning, project alternatives, design and implementation. The assessment should include all items of importance to people, such as mobility, safety, employment effects, relocation, isolation and other community issues.

Environmental Justice in Transportation

“Approaches and Barriers to Addressing Equity in Transportation: Experiences of Transportation Practitioners,” Kaylla Cantilina, Shanna Daly, Matthew Reed and Robert Hampshire, *Transportation Research Record*, June 2021.

<https://journals.sagepub.com/doi/full/10.1177/03611981211014533>

From the abstract: Articulating approaches that practitioners use to address [transportation] equity in their work, including experience-based strategies and research-developed equity metrics, contribute to supporting the achievement of transportation equity goals. However, a gap exists between knowing these approaches and integrating them into regular professional practice, in part because of barriers that span across different transportation-related contexts. To investigate practitioners’ approaches to transportation equity, as well as barriers they encounter in trying to achieve improved equity, interviews were conducted with 59 transportation practitioners from the public, private, nonprofit and academic sectors. Findings revealed that a majority of the transportation practitioners in the study engaged in addressing equity in their work, including through collaborating with other organizations and sectors, integrating nontransportation-related data and considering the contextual needs of vulnerable communities. They identified key barriers to their implementation of transportation equity approaches, including the lack of sufficient and quality equity-related data, challenges with accessing and collecting data, and a lack of standards and metrics for measuring equity-related

outcomes. These findings can guide work that supports the explicit integration of transportation equity approaches into practitioners' practices.

Environmental Justice Analysis in Transportation Planning and Programming: State of the Practice, Hannah Twaddell, Beth Zgoda, David Aimen and Anne Morris, Federal Highway Administration, February 2019.

https://www.fhwa.dot.gov/environment/environmental_justice/publications/tpp/fhwahep19022.pdf

From the abstract: This report documents the state of the practice among [s]tate [d]epartments of [t]ransportation (DOTs) and [m]etropolitan [p]lanning [o]rganizations (MPOs) regarding how these agencies are considering and addressing environmental justice [EJ] concerns in their transportation planning and programming process. Based on a detailed scan of publicly available planning and programming documents for all 52 DOTs and a sample of 100 MPOs, the report chronicles commonly applied techniques and emerging new approaches for conducting EJ assessments. It is organized around the following focus areas: engaging EJ populations; identifying EJ populations; understanding needs of EJ populations; assessing benefits and burdens of proposed plans; determining whether transportation plans may result in disproportionately high and adverse effects on EJ populations; and deploying strategies to address such effects. The report concludes with a discussion of overarching best practices observed: integrating EJ analyses with plans and programs and using EJ analyses to support decision making.

Environmental Justice Reference Guide, Federal Highway Administration, April 2015.

https://www.fhwa.dot.gov/environment/environmental_justice/publications/reference_guide_2015/index.cfm

Information for conducting an environmental justice analysis, including impacts, begins on page 12 of the guide (page 16 of the PDF).

Related Resources:

Environmental Justice, Federal Highway Administration, March 2018.

https://www.fhwa.dot.gov/environment/environmental_justice/

FHWA's web page presents a wealth of resources, case studies and mitigation strategies for addressing environmental justice, including:

- EJ [Environmental Justice] Publications, https://www.fhwa.dot.gov/environment/environmental_justice/publications/.
- Environmental Justice in NEPA Case Studies, https://www.fhwa.dot.gov/environment/environmental_justice/resources/ej_and_nepa/case_studies/case00.cfm.
- Links to government, nongovernment and academic resources, https://www.fhwa.dot.gov/environment/environmental_justice/links/.

Environmental Justice and NEPA in the Transportation Arena: Project Highlights, Shannon Cox, Alex Uriarte, Shilpa Trisal, Bonnie Chiu and Alexander Bond, Federal Highway Administration, 2013.

https://www.fhwa.dot.gov/environment/environmental_justice/resources/ej_and_nepa/highlights/ejandnepa.pdf

This report provides "transportation practitioners with a reference of effective approaches in addressing environmental justice as part of NEPA through examples from 10 recent transportation projects." Appendix B (beginning on page 37 of the PDF) includes several case studies about highway construction that impacted residential and commercial

properties. Impacts on low-income and other disadvantaged populations, neighborhood cohesion and displacement are addressed along with mitigation measures such as relocations.

Transportation Policy and Planning

TCRP Research Report 214: Equity Analysis in Regional Transportation Planning Processes, Volume 1: Guide, Hannah Twaddell and Beth Zgoda, 2020.

Publication available at <https://www.nap.edu/catalog/25860/equity-analysis-in-regional-transportation-planning-processes-volume-1-guide>

From the foreword: TCRP Research Report 214: Equity Analysis in Regional Transportation Planning Processes, Volume 1: Guide documents a five-step equity analysis framework for regional transportation plans and programs. The opening chapters provide a high-level overview of relevant requirements and the analysis framework; quick-reference charts of activities, resources and guidebook sections that apply particularly to planners, policymakers, analysts and modelers; and approaches for laying a strong foundation of public and stakeholder engagement to support the entire analysis process. Subsequent chapters provide step-by-step descriptions of methods, examples and resources to help agencies develop and implement equity analyses that reflect varying regional contexts and agency capabilities. Volume 1 concludes with descriptions of brief pilot projects conducted with four metropolitan planning organizations (MPOs) to test different aspects of the equity analysis framework.

TCRP Research Report 214: Equity Analysis in Regional Transportation Planning Processes; Volume 2: Research Overview, Hannah Twaddell and Beth Zgoda, 2020.

Publication available at <https://www.nap.edu/catalog/25886/equity-analysis-in-regional-transportation-planning-processes-volume-2-research-overview>

From the foreword: TCRP Research Report 214: Equity Analysis in Regional Transportation Planning Processes, Volume 2: Research Overview describes the results of a research effort conducted to identify ways in which equity in public transportation can be analyzed through an integrated participatory and quantitative approach that is adaptable to plans and programs developed by MPOs [metropolitan planning organizations] in partnership with transit agencies and that relates to environmental justice analysis and Title VI procedures, implementation and reporting compliance.

State Research and Guidance

Research in Progress

California

The Implications of Freeway Siting in California: An Equity, Geospatial and Case Study Approach, California Department of Transportation, start date: January 2021; expected completion date: December 2021.

Project description at <https://trid.trb.org/view/1753522>

From the project description: Conducted in parallel between researchers at the University of California, Los Angeles (UCLA) and the University of California, Davis (UC Davis), this multidisciplinary project will examine four consequences of freeway construction on minority neighborhoods: 1) direct disruption, including disinvestment and loss of housing, local businesses and local institutions, 2) increasing segregation, such as facilitating suburban white flight and hardening of racial boundaries, 3) diminished access to job or education opportunities because of spatial mismatch, and 4) health impacts because of increasing mobile sources of pollution. Freeway siting continues to have profound health, employment, educational and social

consequences decades later, so uncovering its history is vital to addressing one of the state's most significant spatial inequities.

Minnesota

Improving Transportation Equity for All by Centering the Needs of Marginalized and Underserved Communities, Minnesota Department of Transportation, start date: July 2021, expected completion date: December 2022.

Project description at <https://rip.trb.org/view/1764373>

From the project description: [Structural discrimination] has led to many communities of color being displaced, as with the construction of the interstate highway system, and excluded, as with restrictive zoning laws. To confront systemic racism in Minnesota, we must understand the explicit actions or policies that perpetuate discrimination. This research project will utilize existing relationships that MnDOT [Minnesota DOT] or the University of Minnesota has with community groups across the state of Minnesota to identify 15 to 20 underserved urban, rural and tribal communities and recruit 10 to 15 representative individuals from each community for in-depth qualitative interviews. The interviews will seek to illustrate the systemic barriers that marginalized individuals confront, especially those constructed by Minnesota government agencies, and elicit the coping and survival strategies the participants utilize to navigate these barriers. The participants will be asked to complete a 14-day smartphone survey to collect in-depth quantitative data on their daily transportation needs, travel behavior patterns and transportation-related barriers in fulfilling their daily needs. Both the qualitative and quantitative data will be analyzed to support MnDOT in developing equitable policies and processes related to transportation as well as identify opportunities for other state and local government agencies to center marginalized perspectives. More equitable outcomes will improve the efficiency of state and local funding.

Completed Research and Guidance

California

Community Impact Assessment: Caltrans Standard Environmental Reference, Environmental Handbook, Volume 4, California Department of Transportation, October 2011. <https://dot.ca.gov/-/media/dot-media/programs/environmental-analysis/documents/ser/f0008751-vol4-entire-a11y.pdf>

From the introduction: Volume 4 of the California Department of Transportation (Caltrans) Environmental Handbook series provides guidance and procedures for assessing the impacts of proposed transportation projects on communities and neighborhoods and for achieving context sensitive solutions in the design of transportation projects. This guidance is intended to assist Caltrans environmental personnel, consultants and other transportation partners in completing the community impact assessment report or documentation; engaging the public and other stakeholders in the transportation planning process; avoiding, minimizing or mitigating for adverse effects; and increasing project benefits.

To assist in this objective, Volume 4 provides a discussion of the most vital laws, regulations, guidelines, practices and procedures that must be addressed as part of the project planning and development processes. Additionally, this volume provides links to many valuable [i]nternet resources that will assist in conducting the analysis. This volume is intended to be used as a guide and is not a substitute for legal requirements nor does it impose requirements different from or in addition to those imposed by law.

Michigan

Environmental Justice Guidance for Michigan Transportation Plans, Programs and Activities, Michigan Department of Transportation, January 2011.

https://www.michigan.gov/documents/mdot/mdot_EJ_Guidance_Document_345493_7.pdf

From the introduction: In February of 1994 President Clinton signed Executive Order 12898. Its major goal is to ensure that no minority or low-income population suffers “disproportionately high and adverse human health or environmental effects” due to any “programs, policies and activities” undertaken by a federal agency or any agency receiving federal funds. As the Michigan Department of Transportation (MDOT) does receive federal funding, the above-mentioned order applies to its programs, policies and activities. Environmental [j]ustice (EJ), however, is not a new requirement. In fact, since no additional legislation accompanied the [p]resident’s order, its authority rests in Title VI of the Civil Rights Act of 1964, and MDOT has long considered these principles in its planning processes.

This document presents a series of steps that can lead to compliance with the intent of the [e]xecutive [o]rder. It provides a framework for MDOT’s Planning [s]taff and their partners to raise awareness and understanding of environmental justice issues and the necessary steps that are needed to incorporate EJ into the project development process[.] [T]his guidance is intended for MDOT, but may be useful to local governments and [m]etropolitan [p]lanning [o]rganizations (MPOs). It addresses the issue of [e]nvironmental [j]ustice as it relates to transportation planning and development. It includes methods for analyzing potential disproportionate effects as well as important information on successful [p]ublic [i]nvolvement.

New Jersey

Socioeconomic Guidance Manual: A Practitioner’s Guide, New Jersey Department of Transportation, September 2010.

<https://www.nj.gov/transportation/eng/Environmental/pdf/GuidanceManual.pdf>

From the introduction: The Socioeconomic Guidance Manual presents an approach for identifying and addressing the effects of transportation actions on social and economic considerations as required under the National Environmental Policy Act (NEPA) and the Federal Highway Administration (FHWA) Environmental Review Requirements. The [g]uidance [m]anual provides an overview of relevant laws, policies and methods for assessing socioeconomic impacts—impacts to community and quality of life—as well as guidance for scoping and defining the appropriate level of effort for the processing of various environmental documents.

....

This manual is organized into eight chapters which review NJDOT’s [New Jersey DOT’s] philosophy and the umbrella approach relating to NEPA environmental review mandates and other laws, regulations and guidance, and directs the practitioner tasked with understanding socioeconomic considerations through the project development process. Chapters are devoted to the preparation of a community profile, impact assessment topics for socioeconomic effects evaluation, impact evaluation issues, issues resolution and the public involvement process. Case studies are presented in Chapter 8 to highlight effective tools and techniques that have been used by NJDOT staff. These case studies identify potential approaches to project development that may be worthy of consideration for future projects under the right conditions.

Pennsylvania

Project Level Environmental Justice Guidance, Pennsylvania Department of Transportation, March 2016.

<http://www.dot.state.pa.us/public/pubsforms/Publications/Pub%20746.pdf>

From the preface:

This document is intended to assist the Pennsylvania Department of Transportation (PennDOT), its consultants and other potential users in the completion of project level [e]nvironmental [j]ustice analyses in compliance with Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, and applicable current federal and state requirements for Federal-aid transportation projects on behalf of the Federal Highway Administration.

Chapter 2 of the guide (beginning on page 6 of the report, page 12 of the PDF) addresses project-level analysis and includes a discussion of impacts to communities (page 14 of the report, page 20 of the PDF).

Case Studies

Multiple States

Address Justice in Transportation, Transportation Research Board, June 2021.

See [Appendix B](#).

This presentation highlights the Rondo neighborhood in St. Paul, Minnesota, and neighborhoods in Oakland, California, that have been displaced or cut off from economic opportunities due to highway construction. The case studies include solutions to restore, revitalize and reconnect the affected communities:

- ConnectOakland explores the use of livable infrastructure to reconnect neighborhoods and connect cities. Slide 57 of the PDF presents the EcoDistricts Protocol, a model for social equity and environmental justice to guide community development. Additional slides address leveraging the planning process to evaluate the effect of highways in urban areas (slide 59) and creating the framework and metrics for evaluation (slide 60).
- The nonprofit ReConnect Rondo is leading “the effort to revitalize the Rondo community with a land bridge that reconnects Rondo and reignites a vibrant African American cultural enterprise district in St. Paul.” Slides 85 through 87 of the PDF describe project funding, stakeholders and project partners.

Related Resources:

ReConnect Rondo, undated.

<https://reconnectrondo.com>

From the web site:

ReConnect Rondo is a 501(c)(3) nonprofit organization driven to bring prosperity to the Rondo neighborhood. We’re eager to right the wrongs of the devastation caused by the original I-94 construction. We’re ready to work with the Rondo community and others in Minnesota to reverse systemic oppression once and for all. We’re passionate about creating an African American cultural enterprise district connected by a community land bridge.

Numerous resources are available at the site, including U.S. DOT Ladders of Opportunity: Every Place Counts (<https://reconnectrondo.com/wp-content/uploads/2021/01/U.S.-DOT-Ladders-of-Opportunity.pdf>), which presents the findings of “workshops in four cities to engage directly with neighborhoods adjacent to planned or existing transportation infrastructure projects. These workshops convened federal advisors, state agencies, local officials, community organizations, and neighborhood residents to explore design and policy approaches to creating connected, economically prosperous, and environmentally and physically healthy communities.”

ConnectOakland, undated.

<http://www.connectoakland.org/>

From the web site:

ConnectOakland is a bold vision to reconnect Oakland neighborhoods into the fabric of the City and reposition Oakland as the transportation hub for the Bay Area region. At the heart of ConnectOakland is the transformation of the Interstate 980 freeway into a boulevard. Similar to the relocation of the Cypress Freeway after the Loma Prieta earthquake, the transformation of I-980 will reintegrate West Oakland and its residents back into the fabric of the City of Oakland and mend an enduring wound that severed—both literally and figuratively—one of Oakland’s most historic neighborhoods from the City as a whole. The transformation of I-980 will also create new public land for housing, jobs and open space, and can serve as a catalyst for future transportation connections throughout the region.

Access to a presentation about the impact and potential of the I-980 corridor and other resources are available at the web site.

The EcoDistricts Protocol, EcoDistricts, undated.

<https://ecodistricts.org/protocol/>

From the web site: To foster a new model of urban regeneration, EcoDistricts has created the Protocol: a comprehensive framework to guide urban and community development from planning to implementation. It’s a powerful way to move projects from vision to reality, and puts equity, resilience and climate protection at the heart of every decision.

“Creating Livable Infrastructure: The ConnectOakland Vision to Reconnect Neighborhoods and Connect Cities Through Freeway Removal,” Andrew Faulkner, Jonathan Fearn, Chris Sensenig and Brian Stokle, *Journal of Green Building*, Vol. 11, No. 2, pages 1-21, Spring 2016.

<https://meridian.allenpress.com/jgb/article-abstract/11/2/1/116050/CREATING-LIVABLE-INFRASTRUCTURE-THE-CONNECTOAKLAND?redirectedFrom=fulltext>

From the introduction: Throughout the second half of the 20th [c]entury, our nation’s cities were marred by the onslaught of unsustainable suburbanization and the expansion of limited access highways that ripped through urban centers and divided communities within them. Paired with systematic disinvestment from redlining and white flight, these forces combined to create lasting physical, social and economic hardships in cities across the U.S. Over the last 20 years, cities have rebounded in America and new patterns of thought focused on livability, walkability and urban form have started to sprout: from the Big-Dig in Boston to Octavia Boulevard and the Embarcadero in San Francisco, cities are reassessing the value of highways that solely move automobiles through cities, and have started to focus on how these pieces of infrastructure impact the daily lives and economic interests of their residents and visitors.

In Oakland, California, through the efforts of ConnectOakland, the city is taking up the mantle of this new pattern of thought and is beginning the planning process to reconnect West Oakland to Downtown by transforming an underutilized freeway (I-980) into a multi-modal transportation corridor that reestablishes the historic urban grid. The project's dual benefit will reconnect two of Oakland's historic neighborhoods while better connecting Oakland along with the entire East Bay to San Francisco, San Jose and Silicon Valley through the incorporation of a second transbay tunnel for Bay Area Rapid Transit (BART), commuter rail (Caltrain) and high speed rail (HSR). This article will explore the ConnectOakland vision for I-980 as a case study for current and future patterns of highway removal, and as a part of the national movement to rethink the role of urban highways and holistically re-envision the U.S. transportation infrastructure.

Related Research

Freeways Without Futures, Congress for the New Urbanism, 2021.

https://www.cnu.org/sites/default/files/FreewaysWithoutFutures_2021.pdf

From the introduction:

The construction of the federal [i]nterstate system did not come without significant human and social cost. Built directly through cities, these highways and others like them displaced roughly one million people and left behind disjointed neighborhoods suffering the negative environmental and social effects.

Freeways Without Futures tells the story of some of the worst highways in America; the ones that have left a terrible legacy and incredible hurdles for the people who live around them. But it also highlights the resilience of neighborhood residents, local government officials and activists fighting to remove these blighting highways and reconnect their communities.

The report describes “15 campaigns offer a roadmap to better health, equity, opportunity and connectivity in every neighborhood, while reversing decades of decline and disinvestment.” Metrics used to measure community progress and quality of life include economic gains, a vibrant public realm, healthy environment, and dismantled racist policies and actions.

Related Resource:

Highways to Boulevards, Congress for the New Urbanism, undated.

<https://www.cnu.org/our-projects/highways-boulevards>

From the web page: In the 20th [c]entury, the American era of highway-building created sprawling freeways that cut huge swaths through our cities. Too often vibrant, diverse and functioning neighborhoods were destroyed or isolated by their construction, devastating communities and economies alike. Today, many of these urban freeways are reaching the end of their life spans—and their continuing purpose and worth is being called into question.

As [f]ederal and [s]tate [d]epartments of [t]ransportation confront shrinking budgets and cities look for ways to increase their revenues, replacing freeways with surface streets has gained recognition as both a practical alternative to rebuilding expensive highways and as a means to restore and revitalize communities. Cities as diverse as Portland, [Oregon], San Francisco, [California], Milwaukee, [Wisconsin], and Seoul, South Korea, have successfully replaced urban highways with boulevards and surface streets, saving billions of dollars in infrastructure costs, increasing real estate values on adjacent land and restoring urban neighborhoods.

As end-stage urban freeways and their adjacent corridors present opportunities to transform broken liabilities into assets, elected officials and citizens alike can be advocates for transformations that support socially and economically valuable places.

Related Resources

“From Transportation Equity to Transportation Justice: Within, Through and Beyond the State,” Alex Karner, Jonathan London, Dana Rowangould and Kevin Manaugh, *Journal of Planning Literature*, Vol. 35, No. 4, pages 440-459, November 2020.

Citation at <https://journals.sagepub.com/doi/abs/10.1177/0885412220927691>

From the abstract: Transportation policies, plans and projects all flow through state institutions because of the substantial cost of infrastructure and the need to assess transportation system performance, including equity implications. But environmental justice scholarship interrogates the state’s role in perpetuating injustice. Most research and planning practice related to transportation equity has relied upon state-sponsored analytical methods. Transportation planners and scholars can benefit from critical assessments of these approaches. We propose a shift in focus from transportation equity to a broader consideration of transportation justice that is more closely aligned with models of social change promulgated in the environmental justice literature and by related movements.

“‘White Men’s Roads Through Black Men’s Homes’: Advancing Racial Equity Through Highway Reconstruction,” Deborah Archer, *Vanderbilt Law Review*, Vol. 73, No. 5, October 2020.

<https://cdn.vanderbilt.edu/vu-wp0/wp-content/uploads/sites/278/2020/10/19130728/White-Mens-Roads-Through-Black-Mens-Homes-Advancing-Racial-Equity-Through-Highway-Reconstruction.pdf>

From the abstract: Today, the interstate highway system is on the verge of transformational change as aging highways around the country are crumbling or insufficient to meet growing demand and must be rebuilt or replaced. The possibility of significant infrastructure development offers an opportunity to redress some of the harm caused by the interstate highway system, to strengthen impacted communities and to advance racial equity. Still, there is a risk that federal, state and local highway builders will repeat the sins of the past at the expense of communities of color whose homes, businesses and community institutions again stand in the path of the bulldozers. Moreover, there is reason to believe that traditional civil rights laws, standing alone, are insufficient to redress the structural and institutional racism that shaped the interstate highway system and continues to threaten communities of color as the highways are rebuilt.

This [a]rticle is the first in the legal literature to explore in depth the racial equity concerns and opportunities raised by modern highway redevelopment. It also builds on the work of legal scholars who advocate for addressing systemic racial inequality by requiring that policymakers conduct a thorough and comprehensive analysis of how a proposed action, policy or practice will affect racial and ethnic groups. The [a]rticle concludes by proposing a way forward for highway redevelopment projects: requiring jurisdictions to complete comprehensive racial equity impact studies prior to any construction. Racial equity impact studies have been used or proposed in various contexts to reform racialized institutions and structures. This [a]rticle argues that highway redevelopment projects should join this growing list.

Defining “Communities of Concern” in Transportation Planning: A Review of How Planners Identify Underserved Communities, Richard Ezike, Peter Tatian and Gabriella Velasco, Urban Institute, August 2020.

https://www.urban.org/sites/default/files/publication/102746/defining-communities-of-concern-in-transportation-planning_1.pdf

From the publication: This brief aims to highlight the various approaches that transportation agencies take to conducting environmental justice analyses in transportation planning. The approaches have the following three components:

- [D]efining “communities of concern” in transportation planning.
- [D]efining criteria that can be used to identify groups of people or geographic areas as underserved.
- [U]nderstanding needs, priorities and preferences of underserved communities through secondary data and community engagement.

This brief also presents a history of transportation policy planning in the U.S., shares results from a review of how regional, state and transit agencies identify underserved communities and provides recommendations for supporting equitable transportation access. We reviewed Title VI implementation reports from MPOs, state transportation departments and public transit agencies to provide a scan of the state of practice for addressing federal requirements for providing equitable access to transportation services to “communities of concern.” The review revealed several consistencies, as well as some differences, across the agencies in defining a “community of concern.”

Racial Disparities in the Proximity to Vehicle Air Pollution in the MAPC Region, Metropolitan Area Planning Council (MAPC), Conor Gately and Tim Reardon, May 2020.

<https://www.mapc.org/pollution-disparities-covid19/>

From the study’s press release: The study classified the pollution risk for very small geographic areas based on traffic volumes and vehicle characteristics for every stretch of roadway, then combined the data with highly detailed census information about demographics. Black, Asian and Latino residents are overrepresented in the worst emissions intensity group, with Latino residents seeing the biggest disparity between their share of the regional population and their share of people living in areas with the highest emissions. Even when measured within individual municipalities or only for the highest density parts of the region, residents of color are more likely to live near high-polluting roadways.

....

These inequities occur not just because more people of color live in denser urban areas or because they often have lower incomes and assets. The overlap between polluted areas and communities of color results from historical patterns of zoning, redlining, mortgage denial, siting of affordable housing, and construction of new urban freeways and expressways, all of which have resulted in segregation of people of color near the highest-risk, most polluting infrastructure.

The Folklore of the Freeway: Race and Revolt in the Modernist City, Eric Avila, 2014.

Book description at <https://www.upress.umn.edu/book-division/books/the-folklore-of-the-freeway>

From the description: How urban minority communities devastated by the construction of the interstate highway reclaimed their place through cultural expression.

When the interstate highway program connected America’s cities, it also divided them, cutting through and devastating countless communities—many of them minority urban neighborhoods lacking the political and economic power to resist the construction. Within the context of the

1960s and 1970s, Eric Avila maps the creative strategies devised by urban communities to document and protest the damage that highways wrought.

Related Resource:

“Q&A: Eric Avila on the Bitter Legacy of L.A.’s Freeways: Communities of Color in Los Angeles Voiced Opposition in Cultural Ways,” *UCLA Newsroom*, Regents of University of California, February 5, 2015.

<https://newsroom.ucla.edu/stories/q-a:-eric-avila-on-the-bitter-legacy-of-l-a-s-freeways>

From the online article: Los Angeles’ vast freeway system is such an integral part of its identity that it’s hard to imagine a time when this concrete “web”—along with the sprawling suburbs it spawned—wasn’t a foregone conclusion. But a new book by UCLA urban historian Eric Avila gives voice to the opponents of highway construction in the 1950s, ’60s and ’70s and, in particular, in communities of color whose neighborhoods later suffered the most from the impact of freeway construction.

“I wanted to present the perspective of people whose neighborhoods were decimated by the enterprise and who didn’t have an opportunity to join the great exodus to the newly built suburbs,” said Avila, a professor of Chicana and Chicano studies and an expert on white flight.

“The Folklore of the Freeway” (University of Minnesota Press, 2014) is based on extensive cross-country research and interviews with writers, muralists, photographers, community activists and artists of all types of media.

Contacts

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Appendix A: Survey Questions

The following survey was distributed to members of the American Association of State Highway and Transportation Officials (AASHTO) Committee on Planning.

Survey on the Impacts of Freeway Siting on Communities of Color

Note: The response to the question below determined how a respondent was directed through the survey.

(Required) Has your agency inventoried freeways to document their development and the resulting impact to communities that have been displaced, are in close proximity or are potentially harmed?

Response Options:

- No, and we have no plans to do so. (Directed the respondent to the **Agencies Not Inventorying Freeways in Communities of Color** section of the survey.)
- No, but we have plans to do so. (Directed the respondent to the **Agencies Considering Inventorying Freeways in Communities of Color** section of the survey.)
- Yes, we have inventoried freeways in these communities and have documented the resulting impacts. (Directed the respondent to the **Agencies Inventorying Freeways in Communities of Color** section of the survey and the sections that follow it.)

Agencies Not Inventorying Freeways in Communities of Color

After describing why your agency has not inventoried freeways, please comment on the type of information that should be included in an inventory.

1. Please briefly describe why your agency has not inventoried freeways to document their development and the resulting impact to communities.
2. If your agency were to inventory freeways, what data should be collected? Select all that apply.
 - Description of road segment
 - Ramp entrance/exit
 - Speed
 - AADT
 - Lane width
 - Shoulder width
 - Other (Please describe.)

Impacts

1. What impacts should be identified? Select all that apply.
 - Social (e.g., community cohesion, quality of life)
 - Economic/financial
 - Health
 - Mobility
 - Congestion
 - Air quality
 - Safety
 - Residential displacement/removal
 - Business displacement/removal
 - Other (Please describe.)

2. What community or tribal information should be documented? Select all that apply.
 - Demographics of the community
 - First Nation settlements
 - History of the community
 - Other (Please describe.)
3. Should the long-term effects of these impacts be measured?
 - No
 - Yes (Please describe the methodologies or calculations that could be used to measure these impacts.)

Remediation/Reparation

1. What type of support should families impacted by these freeways receive?
2. What type of follow-up inquiries should be conducted to assess the effects of the support on **families**?
3. What type of support should **businesses** impacted by these freeways receive?
4. What type of follow-up inquiries should be conducted to assess the effects of the support on **businesses**?

Additional Information

Please briefly describe any additional data or information that should be included in the inventory.

Note: After responding to the question above, the respondent was directed to the **Wrap-Up** section of the survey.

Agencies Considering Inventorying Freeways in Communities of Color

1. Has your agency identified freeways sited in communities of color or on tribal lands that it plans to inventory?
 - No (Please respond to **Question 1A.**)
 - Yes (Please click on “Next” to move to the next set of questions.)
- 1A. Please briefly describe your agency’s discussions or plans to inventory freeways located in communities of color and document their impact to these communities.
2. What data does your agency plan to collect for the inventory? Select all that apply.

<ul style="list-style-type: none">• Description of road segment• Ramp entrance/exit• Speed• AADT	<ul style="list-style-type: none">• Lane width• Shoulder width• Other (Please describe.)
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Impacts

1. Does your agency plan to document the impacts of freeway siting on communities of color or tribes?
 - Yes
 - No (Please click on “Next” at the bottom of this page to move to the next set of questions.)

2. Please briefly describe the impacts that your agency plans to identify.
 - Social (e.g., community cohesion, quality of life)
 - Economic/financial
 - Health
 - Mobility
 - Congestion
 - Air quality
 - Safety
 - Residential displacement/removal
 - Business displacement/removal
 - Other (Please describe.)
3. Please briefly describe the community or tribal information that your agency plans to document.
 - Demographics of the community
 - First Nation settlements
 - History of the community
 - Other (Please describe.)
4. Does your agency plan to measure the long-term effects of these impacts?
 - Yes (Please respond to **Question 4A** below.)
 - No (Please click on “Next” to move to the next set of questions.)
- 4A. Please briefly describe the methodologies or calculations that will be used to measure these impacts.

Remediation/Reparation

1. Does your agency plan to help **families** who were impacted by these freeways?
 - No (Please skip to **Question 2**.)
 - Yes (Please respond to **Questions 1A** and **1B** below.)
- 1A. Please briefly describe the type of support that will be given to these **families**.
- 1B. Does your agency plan to conduct any follow-up inquiries to assess the effects of the support on **families**?
 - No
 - Yes
2. Does your agency plan to help **businesses** that were impacted by these freeways?
 - No (Please skip to **Question 3**.)
 - Yes (Please respond to **Questions 2A** and **2B** below.)
- 2A. Please briefly describe the type of support that will be given to these **businesses**.
- 2B. Does your agency plan to conduct any follow-up inquiries to assess the effects of the support on **businesses**?
 - No
 - Yes
3. Will the findings from these inquiries be implemented in decision-making policies and practices?
 - No
 - Yes

Additional Information

Please briefly describe any additional data or information that should be included in the inventory.

Note: After responding to the question above, the respondent was directed to the **Wrap-Up** section of the survey.

Agencies Inventorying Freeways in Communities of Color

1. Please briefly describe the freeway that was inventoried and the community that was affected.
 - Freeway/Community 1:
 - Freeway/Community 2:
 - Freeway/Community 3:
2. What data was collected for the inventory? Select all that apply.
 - Description of road segment
 - Ramp entrance/exit
 - Speed
 - AADT
 - Lane width
 - Shoulder width
 - Other (Please describe.)
- (Required) 3. Has your agency inventoried freeways sited on tribal lands?
 - Yes (Directed the respondent to the Inventorying **Freeways on Tribal Lands** section of the survey.)
 - No (Directed the respondent to the **Impacts** section of the survey.)

Inventorying Freeways on Tribal Lands

1. Please briefly describe the freeway that was inventoried and the tribe that was affected.
 - Freeway/Tribe 1:
 - Freeway/Tribe 2:
 - Freeway/Tribe 3:
2. What data was collected for the inventory? Select all that apply.
 - Description of road segment
 - Ramp entrance/exit
 - Speed
 - AADT
 - Lane width
 - Shoulder width
 - Other (Please describe.)

Impacts

1. Has your agency documented the impacts of freeway siting on communities of color or tribes?
 - Yes
 - No (Please click on “Next” at the bottom of this page to move to the next set of questions.)
2. Please briefly describe the impacts that have been identified.
 - Social (e.g., community cohesion, quality of life)
 - Economic/financial
 - Health
 - Mobility
 - Congestion
 - Air quality
 - Safety
 - Residential displacement/removal
 - Business displacement/removal
 - Other

3. Please briefly describe the community or tribal information documented.

- Demographics of the community
- First Nation settlements
- History of the community
- Other

4. Did your agency measure the long-term effects of these impacts?

- Yes (Please respond to **Questions 4A** and **4B** below.)
- No (Please click on “Next” to move to the next set of questions.)

4A. Please briefly describe the long-term effects of these impacts.

4B. Please briefly describe the methodologies or calculations used to measure these impacts.

Remediation/Reparation

1. Did your agency help **families** who were impacted by these freeways?

- No (Please skip to **Question 2**.)
- Yes (Please respond to **Questions 1A** and **1B** below.)

1A. Please briefly describe the type of support given to these **families**.

1B. Has your agency conducted any follow-up inquiries to assess the effects of the support on **families**?

- No
- Yes (Please briefly describe the results of these inquiries.)

2. Did your agency help **businesses** that were impacted by these freeways?

- No (Please skip to **Question 3**.)
- Yes (Please respond to **Questions 2A** and **2B** below.)

2A. Please briefly describe the type of support given to these **businesses**.

2B. Has your agency conducted any follow-up inquiries to assess the effects of the support on **businesses**?

- No
- Yes (Please briefly describe the results of these inquiries.)

3. Has your agency implemented the findings from these inquiries in decision-making policies and practices?

- No
- Yes (Please briefly describe the implementation of these findings.)

Assessment and Recommendations

1. What successes has your agency experienced inventorying these freeways and their impacts on communities?

2. What has been particularly challenging for your agency about documenting these freeways and impacts?


3. What best practices would your agency recommend to agencies that are beginning to inventory freeways sited in communities of color or on tribal lands?

4. Please provide links to documents associated with your agency's development of an inventory of freeways located in communities of color and the resultant impacts on these communities. Send any files not available online to carol.rolland@ctcandassociates.com.

Wrap-Up

Please use this space to provide any comments or additional information about your previous responses.

The National Academies of
SCIENCES • ENGINEERING • MEDICINE



TRANSPORTATION RESEARCH BOARD

Addressing Justice in Transportation

June 28, 2021



@NASEMTRB
#TRBwebinar

APA Credits

- This webinar is worth 1.5 AICP credits through the American Planning Association

Learning Objective

Discuss planning solutions to avoid future environmental injustices

#TRBwebinar



A vision to reconnect neighborhoods and connect cities

WELCOME TO OAKLAND!

“Infrastructure Mega-Projects profoundly affect people on the ground. Our I-980 is a cautionary tale – a broken promise of a 2nd crossing that remains a scar on our urban fabric. In its place, we want Livable Infrastructure that creates Local Economic Opportunity, Reconnects Neighborhoods, and Connects the Region”

-Mayor Libby Schaaf

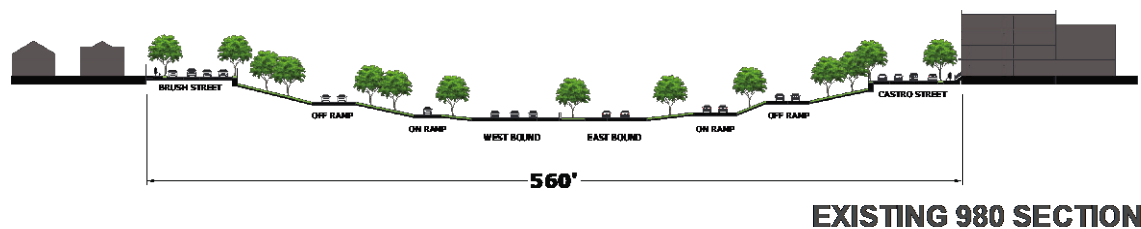
POSITION STATEMENT

- ☐ Urban Highways are a recent phenomena.
- ☐ Urban Highways are not a static part of our urban fabric.
- ☐ Communities should not need to justify why they want to remove urban highways to the populations benefiting while they suffer.
- ☐ Urban Highways need to justify their existence to stay including their economic, social, health and physical benefits to communities.
- ☐ All Infrastructure should focus on Livability for those closest to it
- ☐ All Infrastructure projects should develop a framework to foster social equity and environmental justice

Let's all work toward a future of Livable Infrastructure for all!

VALUES

- Connect Oakland believes that the 980 project should focus on **INTEGRATION AND INVESTMENT** in the surrounding community and **should not lead to displacement** of existing residents.
- 980 project should be a **CATALYST TO IMPROVE THE HEALTH AND WELLNESS** of the surrounding community.
- The 980 project first and foremost should be about **IMPROVING THE QUALITY OF LIFE** of residents of Oakland and West Oakland in particular.



THE BAY AREAS HISTORY OF FREEWAY ACTIVISM

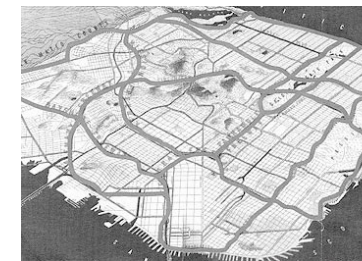
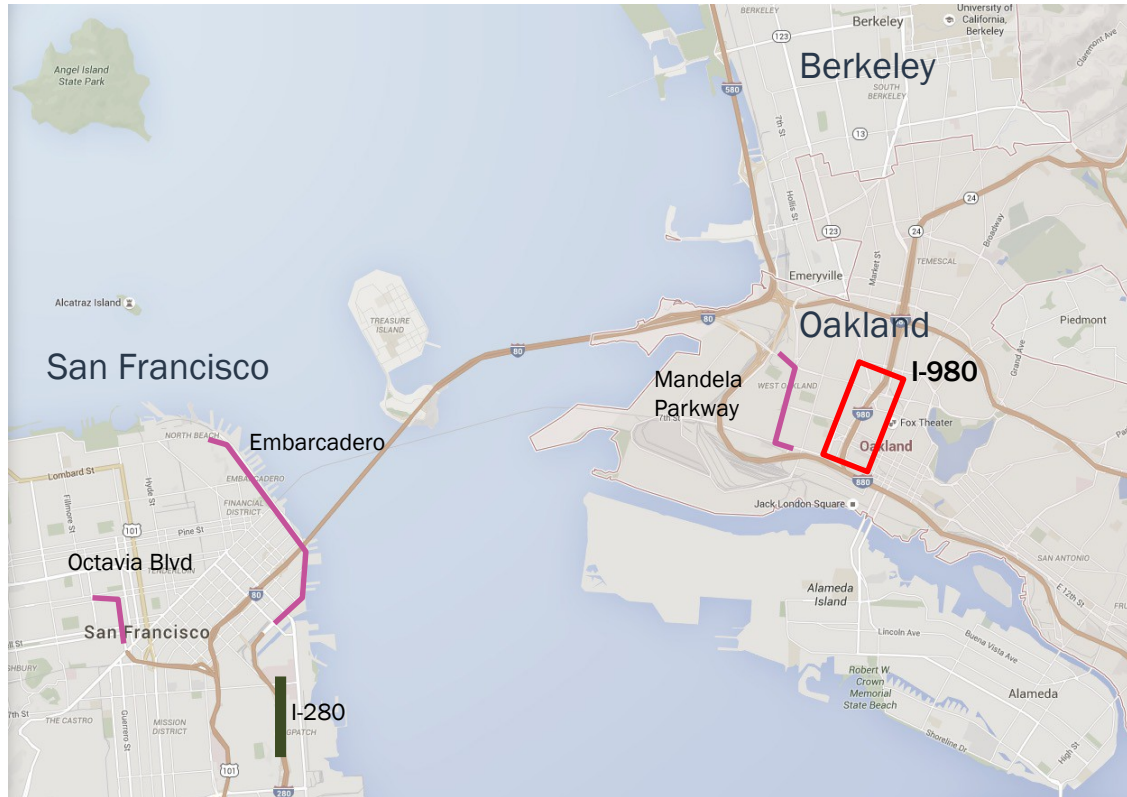
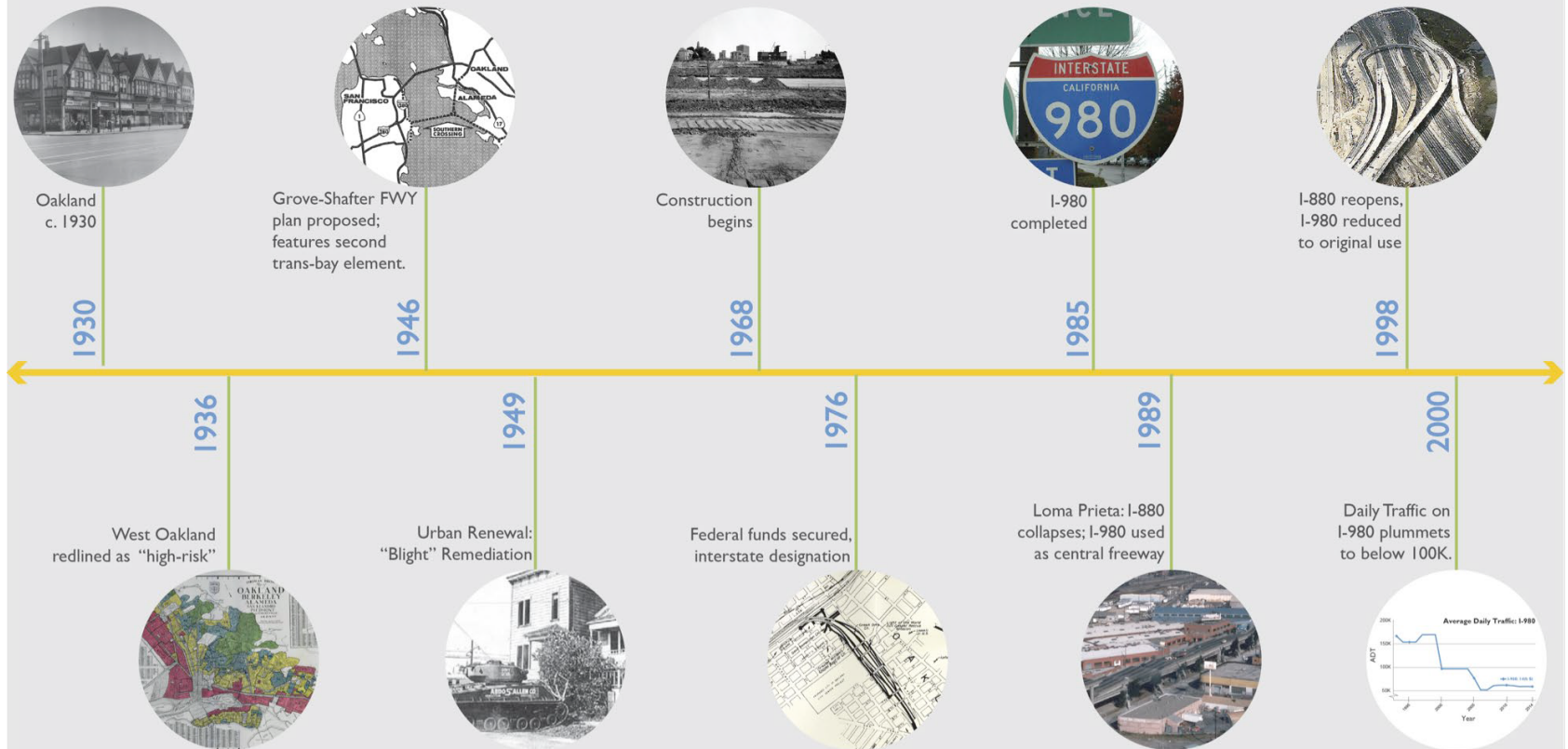


Photo / Ken McLaughlin, 1966

I-980 Development Timeline

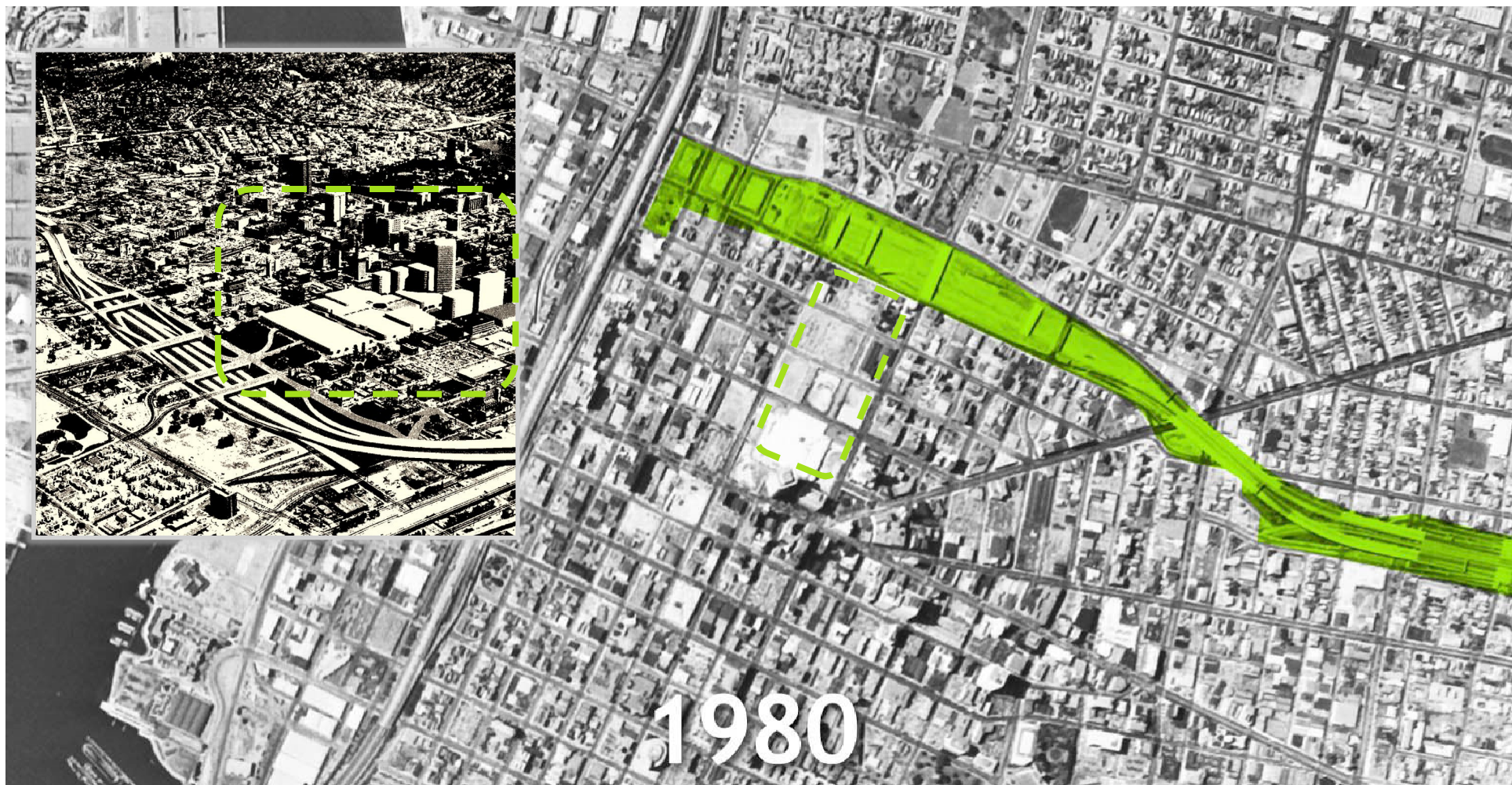


Aysegul Akturk | Alex Fox | Ivana Rosas | Carrie Sauer | Manali Sheth | Nicola Szibbo | Sonia-Lynn Abenojar | Justin Kearnan | Eric Anderson

INICITY 2015



1968





The Cost of Building I-980



42 acres



503 houses



155 trees



4 churches



22 businesses



142 jobs

Aysha Akturk | Alan Fox | Kostasios | Carrie Kaur | Manli Sherr | Nicolas Szibbo | Scott Lynn Abenjoja | Justin Kearney | Eric Anderson

Transit 101 2015

1980



TODAY



CONTEXT

1. Bay area housing and transit crisis
2. Planning for a second crossing –
MTC core capacity study
3. Change in leadership
4. Plan Downtown – specific plan
5. A new focus on planning in Oakland:
Transport Oakland → Oakland DOT
SPUR report - a downtown for everyone



50,000 new jobs
25,000 new residents



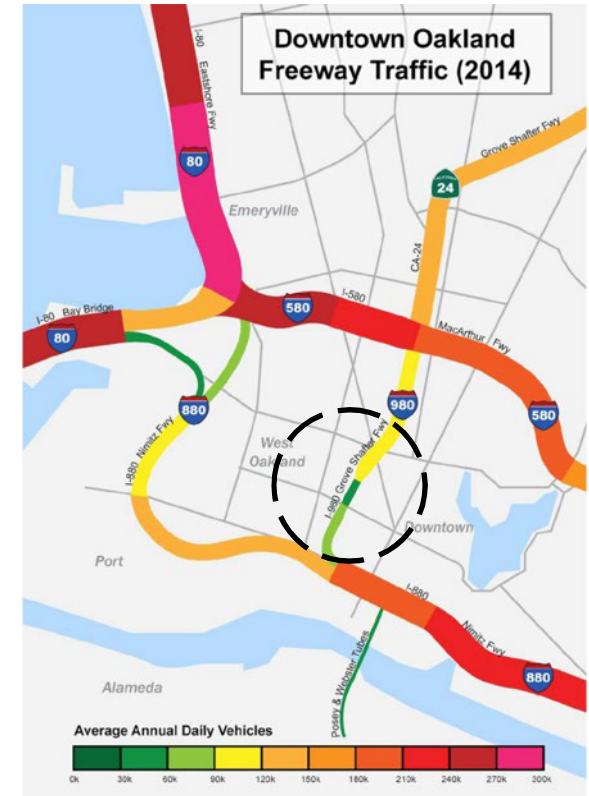
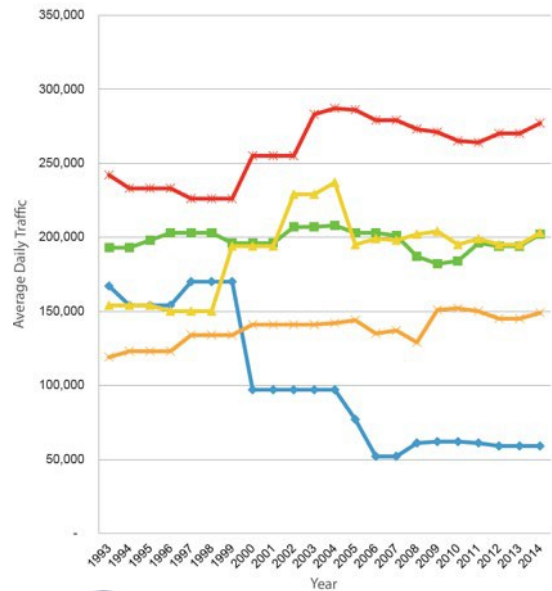
Dec 2014



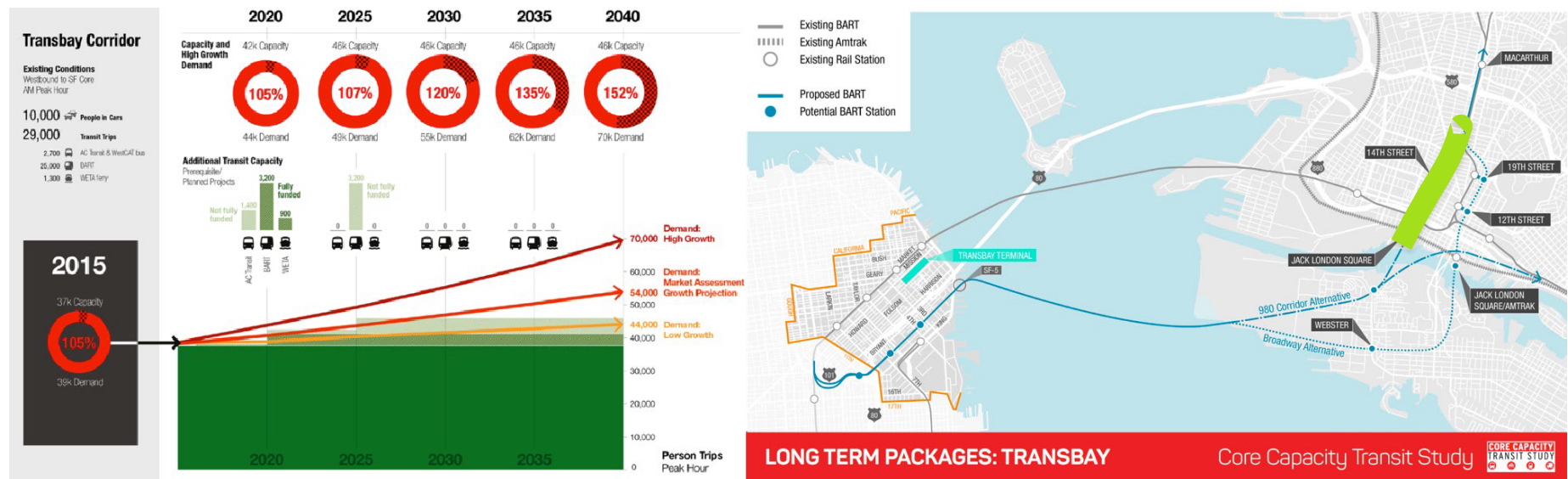
November 2015

OAKLAND – WHY NOW?

Traffic Volume Over Time

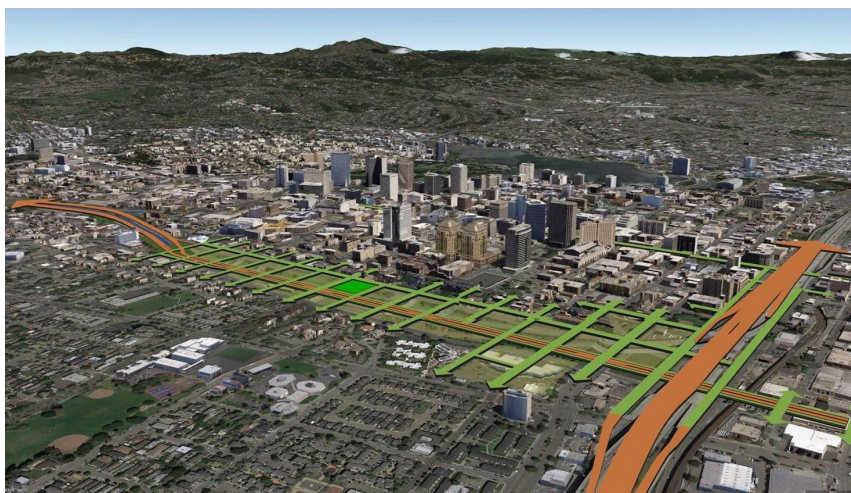


TRANSIT CRISIS WITH NO EASY FIXES



SOLVING MULTIPLE PROBLEMS

RECONNECTING NEIGHBORHOODS



- Transform an underutilized freeway into livable infrastructure for Oaklanders
- Reconnect West Oakland to Downtown
- Improve the Health and Well-Being of Oakland Residents
- Create New Publicly-Controlled Land for Future Improvements
- Increase Land Values and Tax Revenue along the I-980 Corridor

CONNECTING THE REGION



- Solidify Oakland as the Transportation Center of the Bay Area
- Improve the Resiliency of the Bay Area's transportation system.
- Increase Transbay capacity.
- Seamlessly connect the East Bay to the Peninsula and beyond
- Allow for 24-hour Transbay service

RECONNECT WEST OAKLAND TO DOWNTOWN: REESTABLISH 12 CITY STREETS



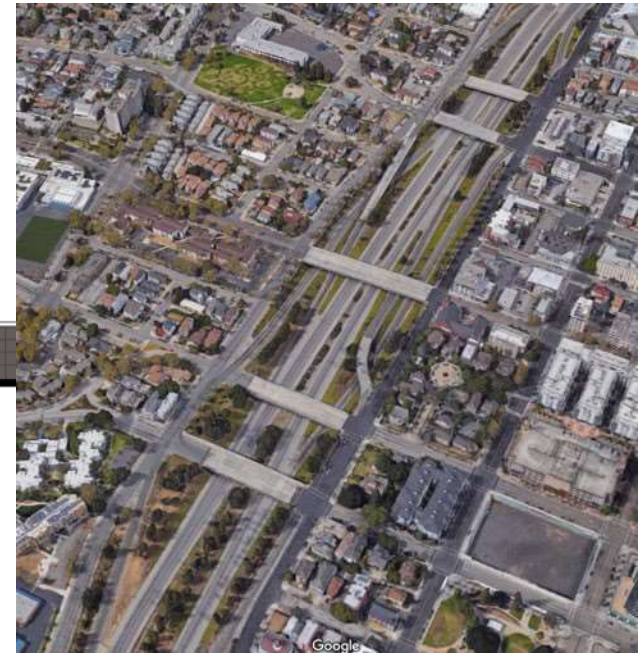
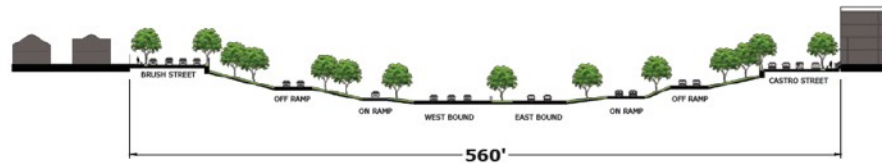
CREATE APPROXIMATELY 17 NET NEW ACRES OF NEW PUBLICLY-CONTROLLED LAND



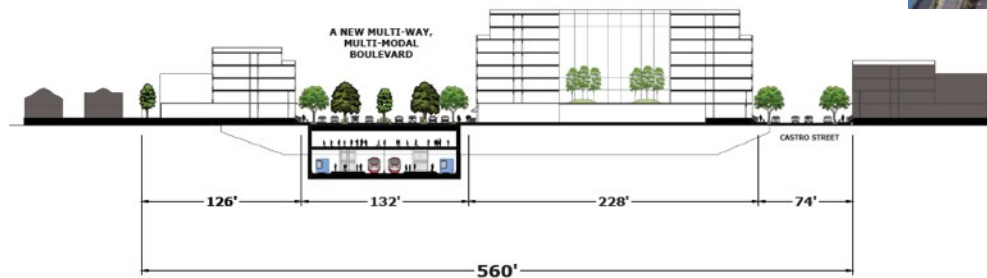
I-980's 18 LANES:

2 CITY STREETS THAT ACT AS ONRAMPS AND OFF RAMPS THAT LEAD TO MORE ON RAMPS AND OFF RAMPS THAT LEAD TO A 5 LANE HIGHWAY

destructive



livable



VISION & GOALS
NEIGHBORHOOD VISION

I-980 Corridor

When construction of I-980 was completed in 1985, its 560-foot wide excavated trench separated West Oakland from downtown. The highway was designed to connect I-580 to a second crossing of the Bay Bridge, which was never built. The road is over-engineered for the number of vehicles it serves today and has highway crossings that are unfriendly to pedestrians and cyclists; therefore, there is a long-term opportunity to reimagine the design and function of this corridor to better serve all Oaklanders.

Vulnerable Populations: Historic Black communities in West Oakland whose physical connection to the rest of the city has been impaired by the development of I-980; these same communities are threatened by recent gentrification with greater risk of displacement.

Why Consider Changing? Opportunity to better connect West Oakland to downtown; opportunity to restore communities that were disrupted by highway construction; redesigning the corridor yields a large quantity of publicly-owned land that could be used for public benefit including housing, improved streets, and open space.

I-980 Conversion to a Multi-Way Boulevard

A freeway conversion of I-980 south of Grand Avenue is a transformative idea for future study that would add immeasurable value to Oakland, and reconnect West Oakland with downtown. Such a project would open up new areas for mixed-income and affordable housing, as well as new accessible work space and much-needed public green space. The replacement boulevard could feature tree-lined, protected bicycle paths, vehicular side-access lanes with on-street parking, and the potential for a new submerged BART alignment. Alternately, the freeway could be capped to develop a park that serves and connects West Oakland and downtown. Either approach would require assessment of impacts to the surrounding community and vulnerable populations, as well as requirements for significant public benefits, including opportunities to mitigate the impacts of prior policy decisions that have harmed those populations. The redesign of the I-980 freeway is a long-term prospect that will require additional feasibility analysis, therefore it is outside the horizon of the Downtown Plan.

In the short term, maintaining the freeway and improving the connections across it could bring immediate benefits. Existing overpasses can be retrofitted to be more bike- and pedestrian-friendly by reconstructing a portion of existing vehicular lanes to widened sidewalks and bike paths.



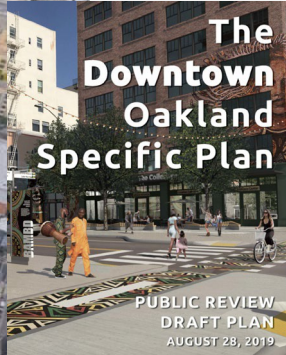
Figure VG-8: Potential Multi-Way Boulevard

IF DEVELOPED AS ILLUSTRATED, THE I-980 CORRIDOR COULD ACCOMMODATE:

- 5,000 Residential Units**
- 1.5 M Sq. Ft. of Commercial Space:**
 - 910 K Sq. Ft. of Office Space and
 - 600 K Sq. Ft. of Retail/Neighborhood-Serving Commercial Space



Figure VG-9: Existing I-980 Boulevard



OAKLAND TODAY

- A vision for I-980 is included in the Oakland Downtown Specific Plan
- City does not have capacity nor funds to move the plan forward
- Link 21 will select rail route in 2022
- City is actively lobbying congress for an earmark
- City is working to set up a joint meeting of all levels of government
- City is hiring a Community Organizing Fellow to develop a public engagement strategy
- Caltrans has identified \$500,000 to study removing the freeway



People of Oakland



BEFORE YOU PRESS THE DETONATE BUTTON...

1. Present the history of place and systemic structures that define the urban, social, environmental, and economic conditions.
2. Set up a clear value structure
3. Present an open-ended vision for a new future
4. Develop a collaborative stakeholder structure
5. Scale it up!



Demolition of West Oakland for Bay Area Rapid Transit

GETTING TO LIVABLE INFRASTRUCTURE

DESTRUCTIVE INFRASTRUCTURE

>>>>

LIVABLE INFRASTRUCTURE



Single Use

Focused on Throughput/Infrastructure

Supports only regional economic needs

Does not benefit the local...

economy, health & wellness

Human Health

Health of
Community

Health of
Natural World



Multi-Purpose

Creates local and regional resiliency

Tangible benefits for the local...

economy, health & wellness

CREATES PLACES FOR PEOPLE!



SOCIAL EQUITY IN REGIONAL PLANNING

Regional infrastructure

**DISPROPORTIONATELY AFFECTS
LOW-INCOME COMMUNITIES AND
COMMUNITIES OF COLOR**

Regional infrastructure should be balanced with
local needs.

... and we can't repeat the past wrongs

Social equity policy needs to come before change.

No one single project can solve for previous
trauma/damages



Construction of Cypress Freeway, Oakland, CA

**BLACK
LIVES
MATTER**

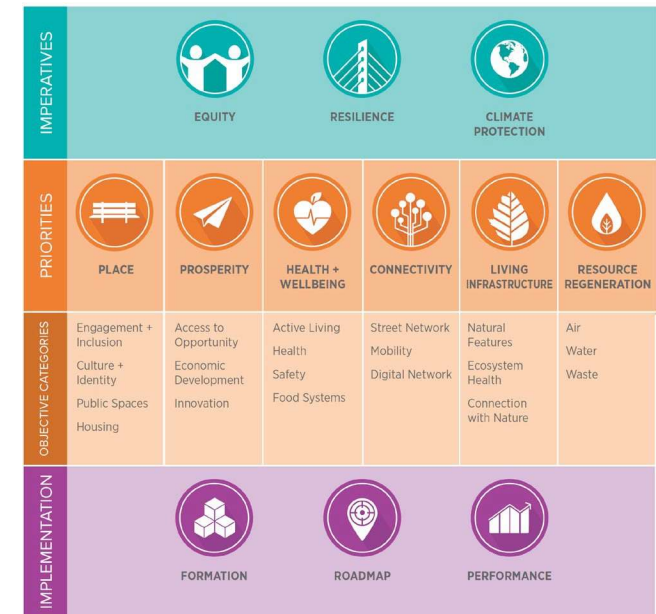
A FRAMEWORK FOR SOCIAL EQUITY AND ENVIRONMENTAL JUSTICE

Develop a Collaborative Stakeholder Structure

- Develop political power (autonomous and inclusive)
- Metrics for success/values
- Listen to the community

Smart Growth America's Equity Framework

- Planning needs to talk about racism and legacy of structural racist policies.
- “Equity is stimulus, if you want to grow the economy, if you want to improve conditions, build equity.” – Dr. Andre Perry
- Equity alone is not enough, what can we do to repair the damages of the past.



NEXT STEPS – GETTING BEYOND “ACTS OF GOD” FLIPPING THE NARRATIVE ON URBAN HIGHWAYS

Communities should not need to justify why they want to remove urban highways to the populations benefiting while they suffer.

Highways in Urban Areas need to justify their existence to stay including their economic, social, health and physical benefits to communities.

URBAN HIGHWAYS ARE A RECENT PHENOMENA,
THEY DO NOT NEED TO BE STATIC PARTS OF OUR URBAN FABRIC.

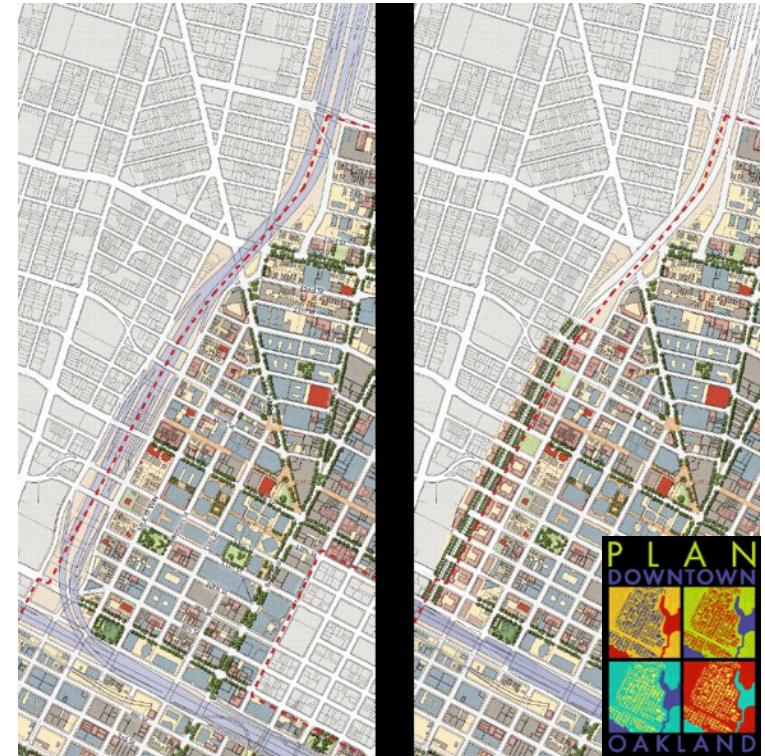
LEVERAGING THE PLANNING PROCESS

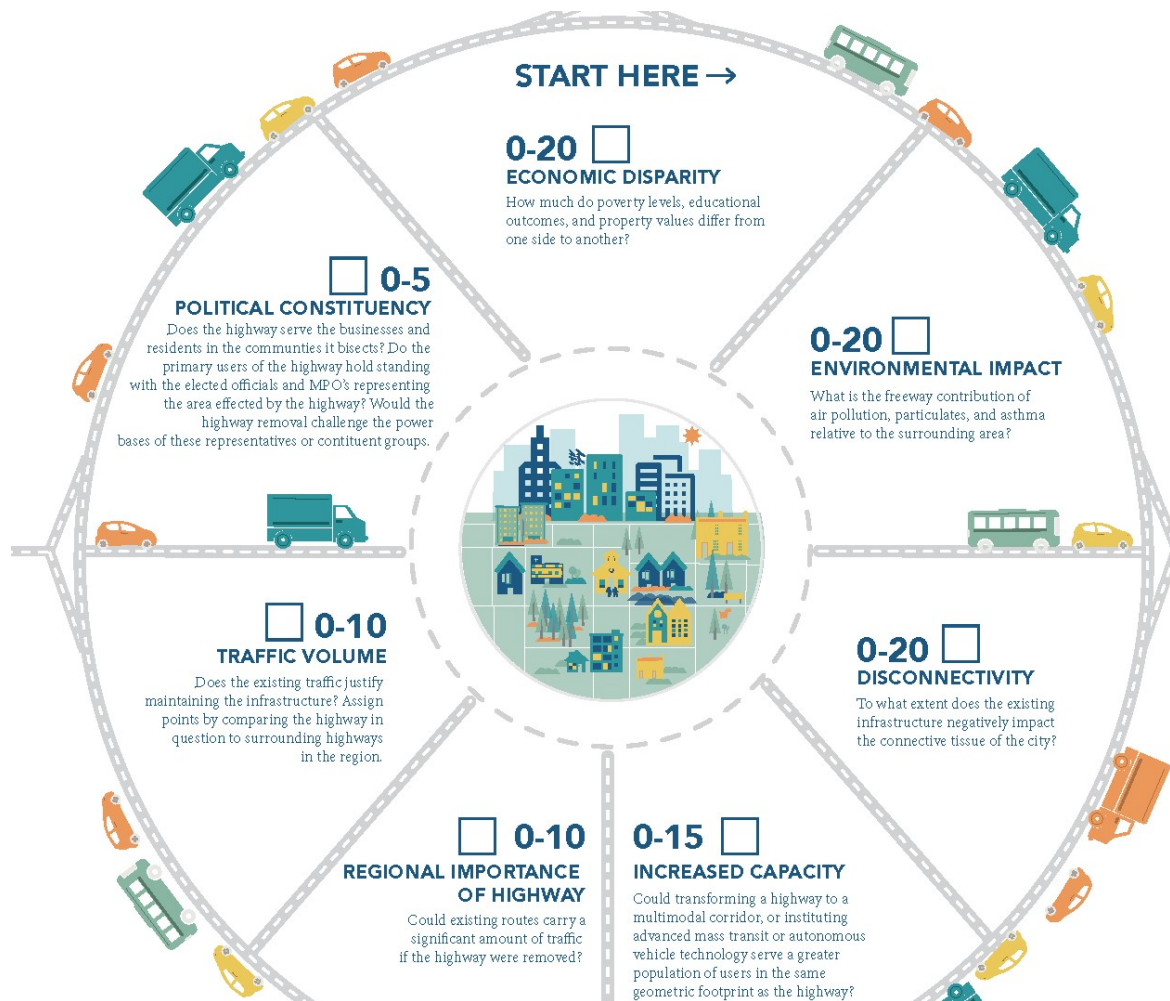
The **General Plan** and **Specific Plan** process should be used to evaluate the effect of highways in urban areas.

Existing Condition Reports should NOT treat the highway as a GIVEN.

Summary of Facts:

- Who does it serve?
- How does it effect adjacent communities?
- What is it's impact and potential without the highway?
- What are the barriers to removal?
- Can the Plan identify an expiration date?



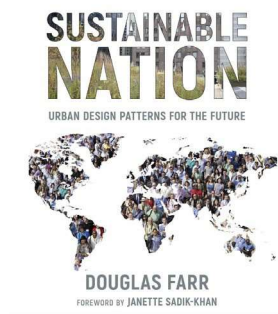


CREATING THE FRAMEWORK AND METRICS FOR EVALUTATION

Objective Analysis

Measurable Effects and Benefits

Environmental Impact of Status Quo



SUNSTAINABLE NATION
Graphic by Farr Associates & ConnectOakland

STATUS QUO IS NOT ACCEPTABLE



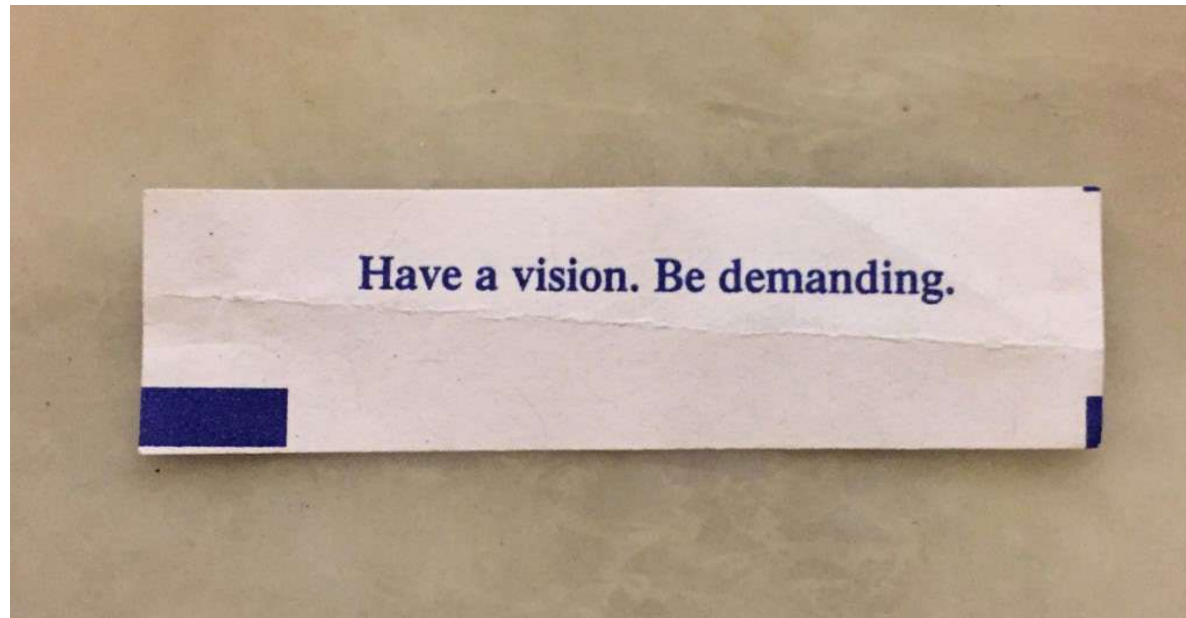
YOUR TAX DOLLARS (NOT) AT WORK

SO PLEASE JUSTIFY YOUR EXISTANCE... OR ELSE



Chronicle / Michael Macor





China Village,
Albany, CA



RECONNECT
RONDO

BUILD A BRIDGE TO BETTER



**BUILD A BRIDGE
THAT MAKES
MINNESOTA SHINE
BRIGHTER**



Justice In Transportation Webinar
June 28, 2021

Minnesota is the best and worse



- Affordability
- Economy
- Education & health
- Quality of life
- Safety



- 50th for racial disparities
- 4th worse place for African Americans
- Home ownership—25% of black vs 76% of white
- Epicenter of racial injustice
 - Ongoing racial tensions—killing of:
 - Jamar Clark (2015)
 - Philando Castile (2016)
 - George Floyd (2020)
 - Daunte Wright (2021)

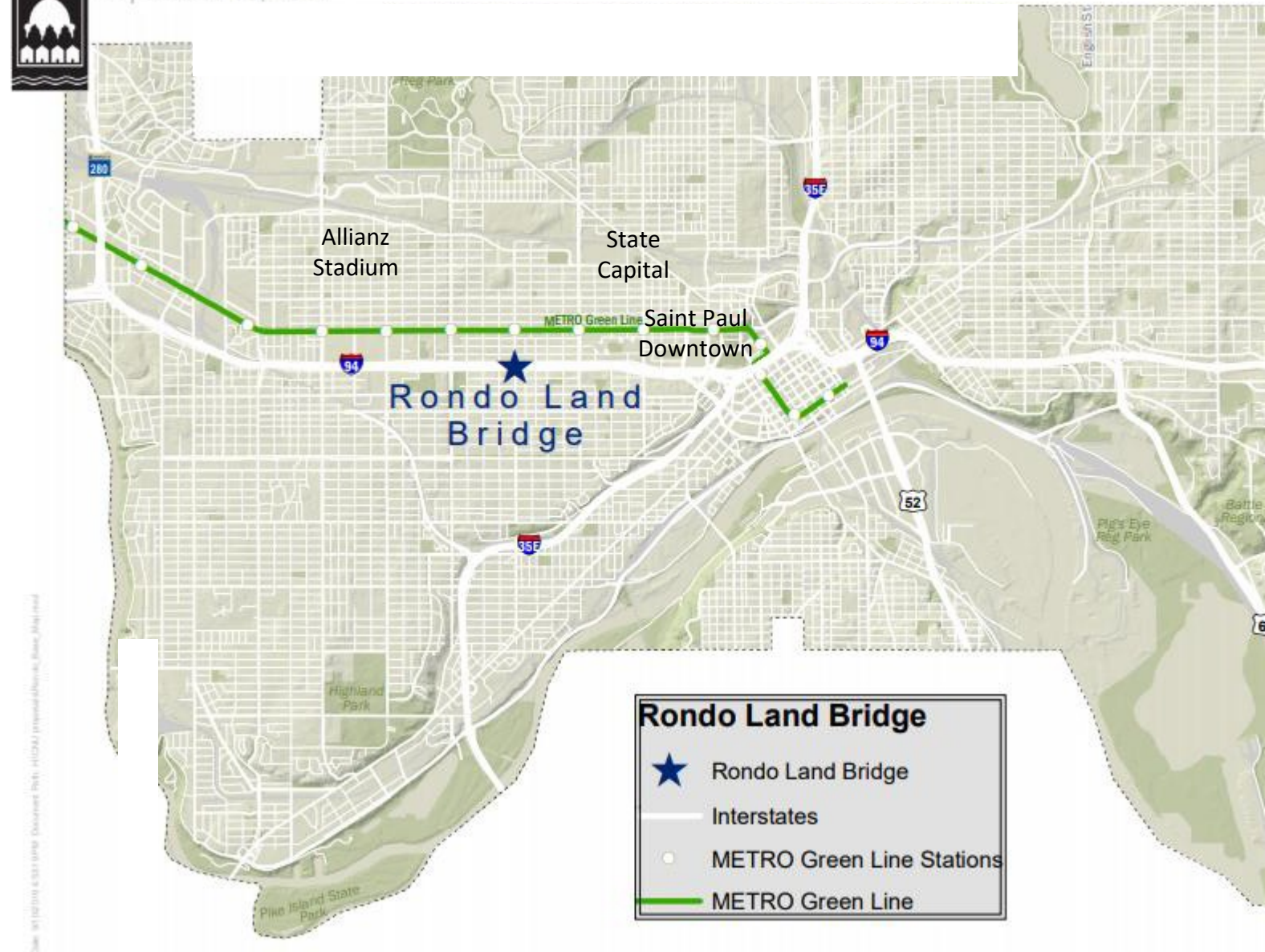
Saint Paul

- Capital City Incorporated (1854)
- Joseph Rondeau purchased 40 acres
- Mayor Melvin Carter III (2018)
- Population 310,368 (2019)
- Black population 50,813 (2019 (13.5%))



Rondo Land Bridge Saint Paul Context

September 13, 2019



Map by Saint Paul Planning and Economic Development Department. Data source: St. Paul Enterprise GIS, 2018.

This document was prepared for reference purposes only. This drawing is not a legally recorded plan, survey, official tax map or engineering sketch.

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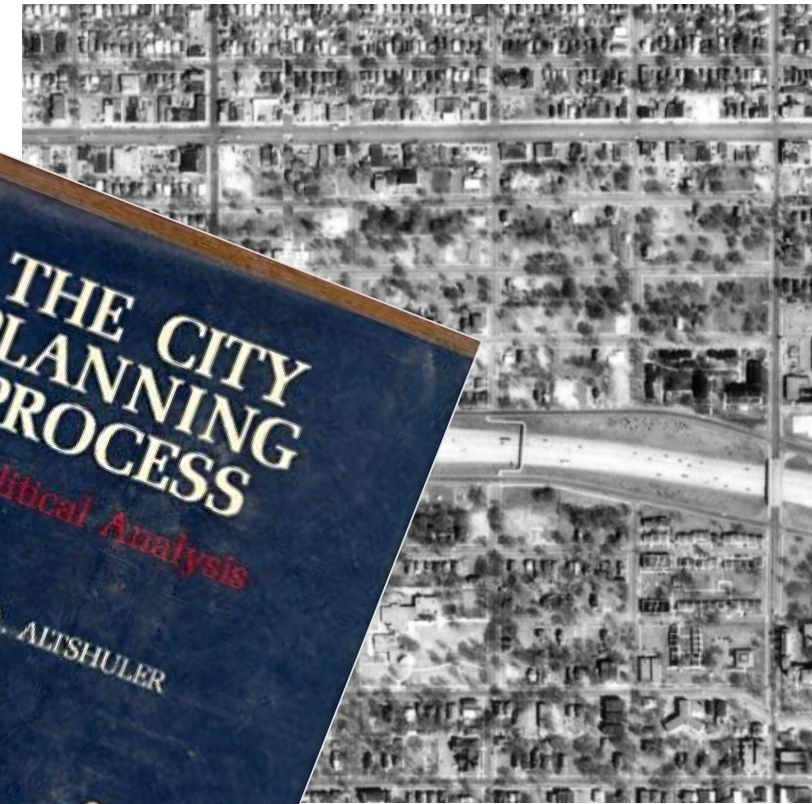
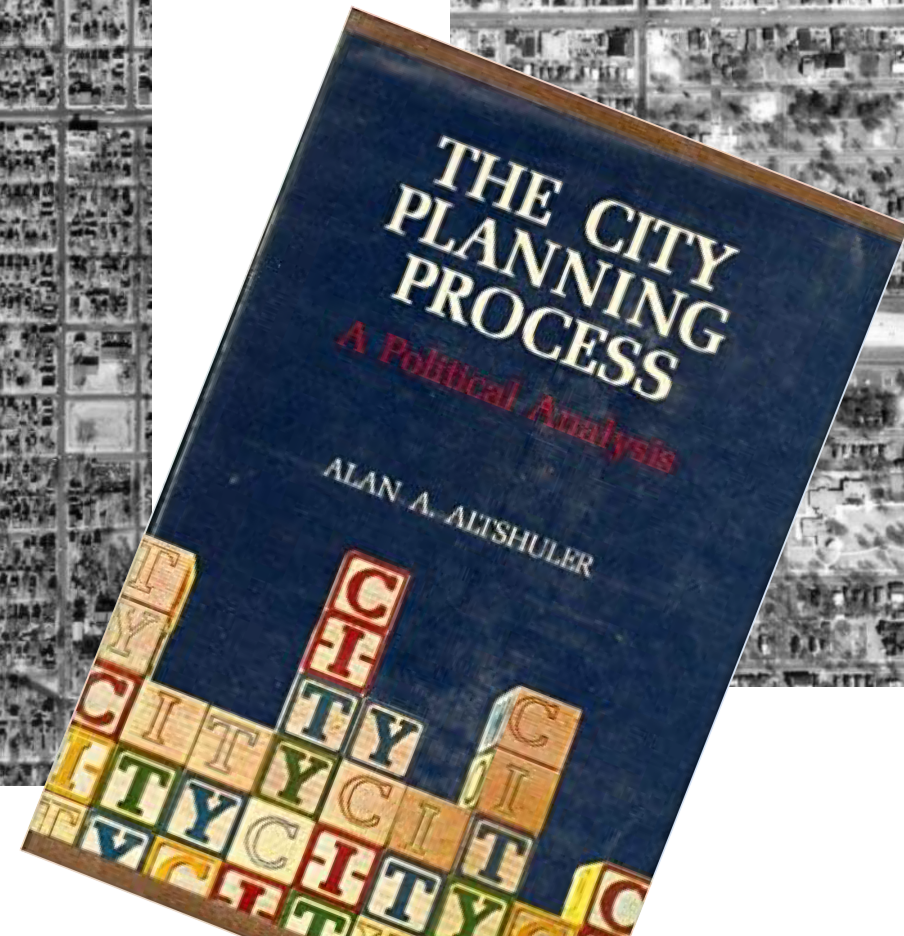
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It was a political decision

1953

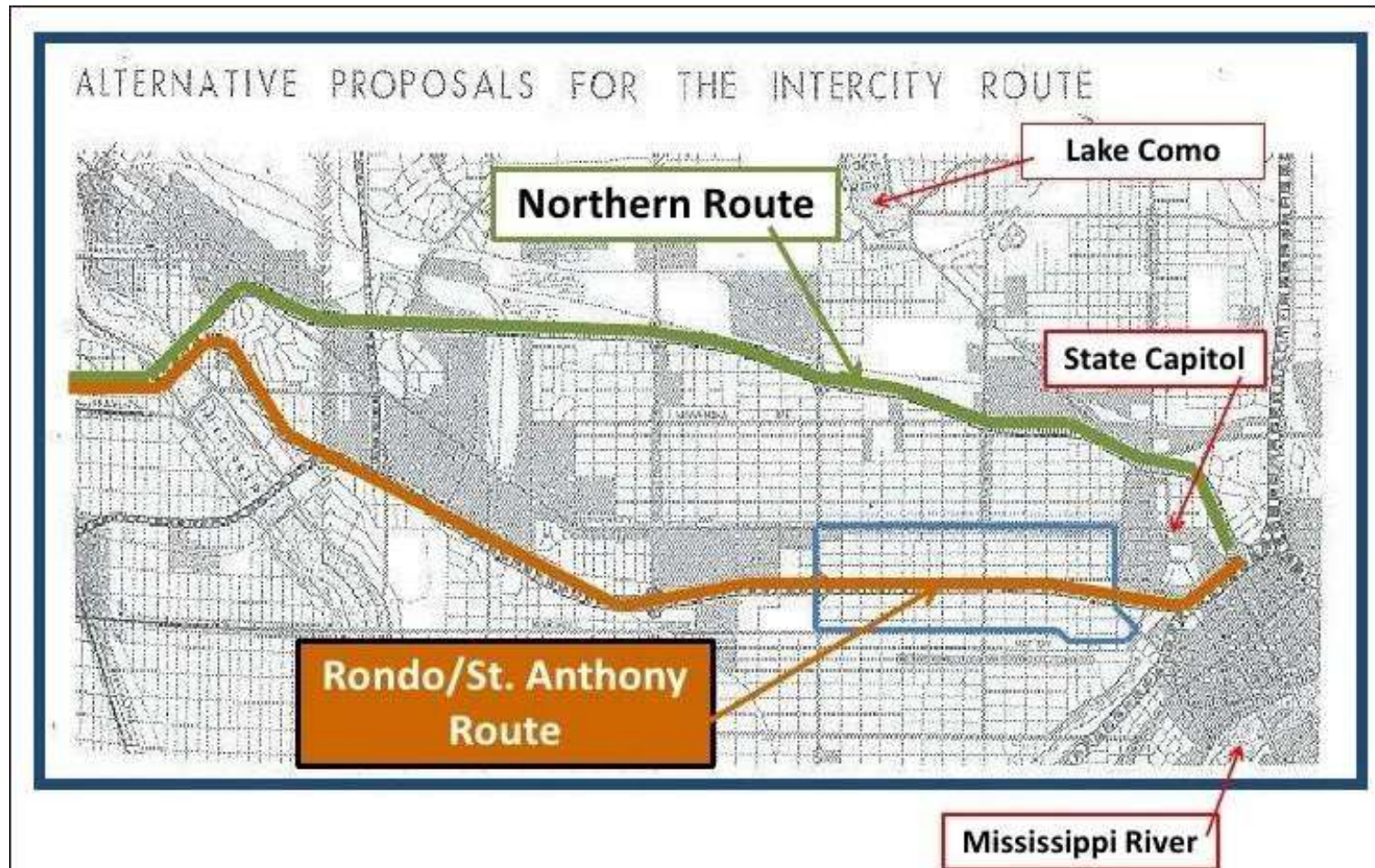
1965


1974



It was an intentional decision

- Covenants and redlining
- Northern Route
- 1950s – 80% of the city's African American
- Rondo – a growing middle class community
- Designation as a slum





BUILD A BRIDGE
BETWEEN YESTERDAY,
TODAY AND TOMORROW



BUILD A BRIDGE TO BETTER

Restoring the loss (1956-present) *Past Prosperity Study/Restorative Rondo (2020)*

Loss - 700 homes 300 Business

- Homeownership Loss 48%

Population loss 61%

Intergenerational wealth - \$35m (1980)

\$35m = 4800 4 year college degrees (1980)

A wealth gap - \$157m unrealized equity value



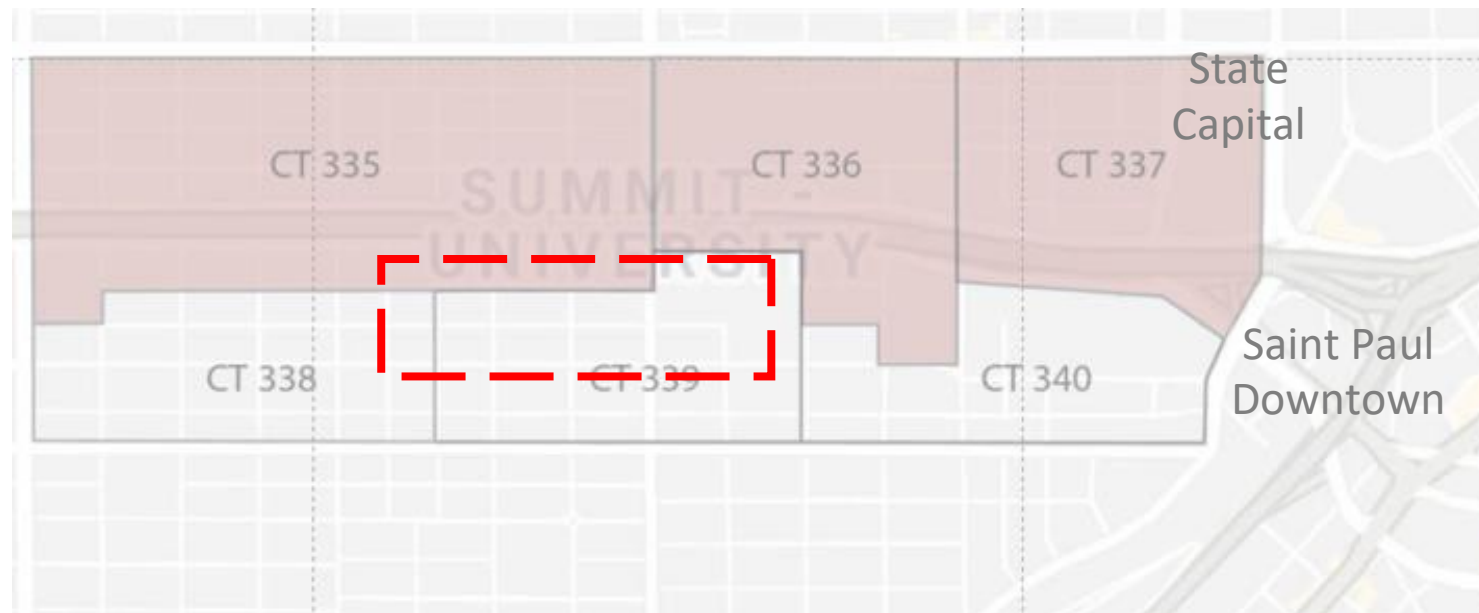
Path to healing

- Rondo Days 1983 – present
- Idea for a “cap” emerges – 2009
- Apologies - 2015
- Rondo Commemorative Plaza - 2016
- ReConnect Rondo formal launched - 2017



Rondo Today

- Rondo north, the combined gap between annual incomes of 8700 residents and standard cost of living is \$270 million.
- North and South Rondo census tracts, the gap increases to \$370 million annually for 12,300 residents.
- Area of concentrated poverty 34% low income compared to 22% for the city
- 60% minority (BIPOC) population compared to 47% for the city.



Rondo's scorecard

Past Prosperity Study/Restorative Rondo (2020)

- SELF-ACUALIZATION

SELF-AC
Desire to

- ESTEEM

ESTEEM
Respect,

- LOVE ANI

LOVE AN
friendshi

- SAFETY N

SAFETY I
Personal

- PHYSIOLC

PHYSIOL
Air, water

Leisure time security	-50	Exploitive
Educational security	-75	Exploitive
Generational ripple effect	-75	Exploitive
Family	-45	Conventional
Proximity to pollution	-60	Exploitive
Heat island effect	-50	Exploitive
Access to exercise	-50	Exploitive
Access to healthy food	-30	Conventional
Health	-60	Exploitive
Financial security	-75	Exploitive
Employment + career security	-65	Exploitive
Safe neighborhood	-60	Exploitive
Physical safety	-60	Exploitive
Energy security	-45	Conventional
Shelter	-50	Exploitive
Food security	-60	Exploitive
Water security	-45	Conventional
Air quality	-30	Conventional
Total	-50	Exploitive



A photograph of a smiling Black couple. The man, on the left, has a grey beard and glasses, wearing a plaid shirt. The woman, on the right, has long black braids and is smiling broadly. They are standing in front of a street sign that reads "RONDO AVE" and "1865 TO 1966". The background is slightly blurred, showing trees and a clear sky. The image has a blue and green color overlay on the left side.

BUILD A BRIDGE
THAT SHOWS US
A BETTER WAY



BUILD A BRIDGE TO BETTER

ReConnect Rondo is leading a restorative movement

- **Mission:** Lead the effort to revitalize the Rondo community with a land bridge that reconnects Rondo and reignites a vibrant African American cultural enterprise district in Saint Paul
- **Plan:** Connect Minnesota leaders, equity organizations and the Rondo community to ensure a better, brighter and more equitable future



The idea is big



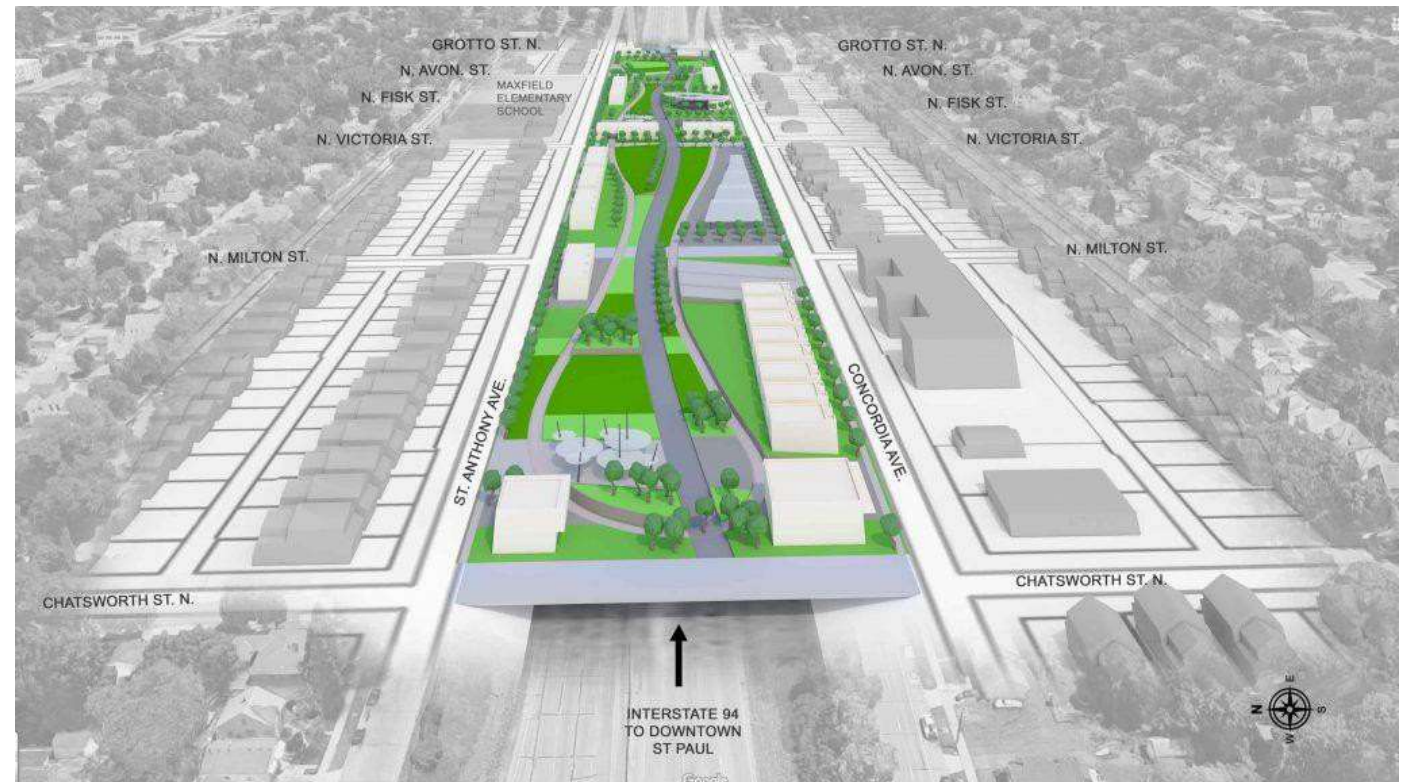
Rondo Land Bridge Feasibility Study

Goals

- Neighborhood Connections
- Housing Affordability
- Equitable Development
- Public Health/Green Space
- Community Leadership

Concept Screening

- 7 Ideas & Concepts
- 5 of 5 study goals
- 3200 lin. Ft. (up to 21 acres)
- 13.8 acres green space



Yes, the land bridge is a big undertaking

Pre-Planning: Phase 0 & 1	Amount
Community Planning & Engagement	\$200K
Assessment & Analysis, Environmental & Master Planning	\$3.6M
Organizational & Ecosystem Capacity Building	\$1.2M
Anti-displacement/Restorative Development Modeling	\$1.2M
Total	\$6.2M

Construction: Phase 2 & 3	Amount
Bridge & Infrastructure (Land/Roadway Bridges)	\$247M
Building, Utilities & Park & Open Space	\$167M
Design & Engineering	\$45M
Total	\$459M



Economic opportunities are considerable



New housing

468 - 576 housing units in Rondo



Growing community

1000+ new residents



New jobs

1,304 - 1,872 new permanent and construction related jobs



Retail & Office

87,750 - 108,000 square feet



Nonprofit & Institutional

29,250 - 36,000 square feet



Increased city revenue

approximately \$3.8 million - \$4.2 million annually

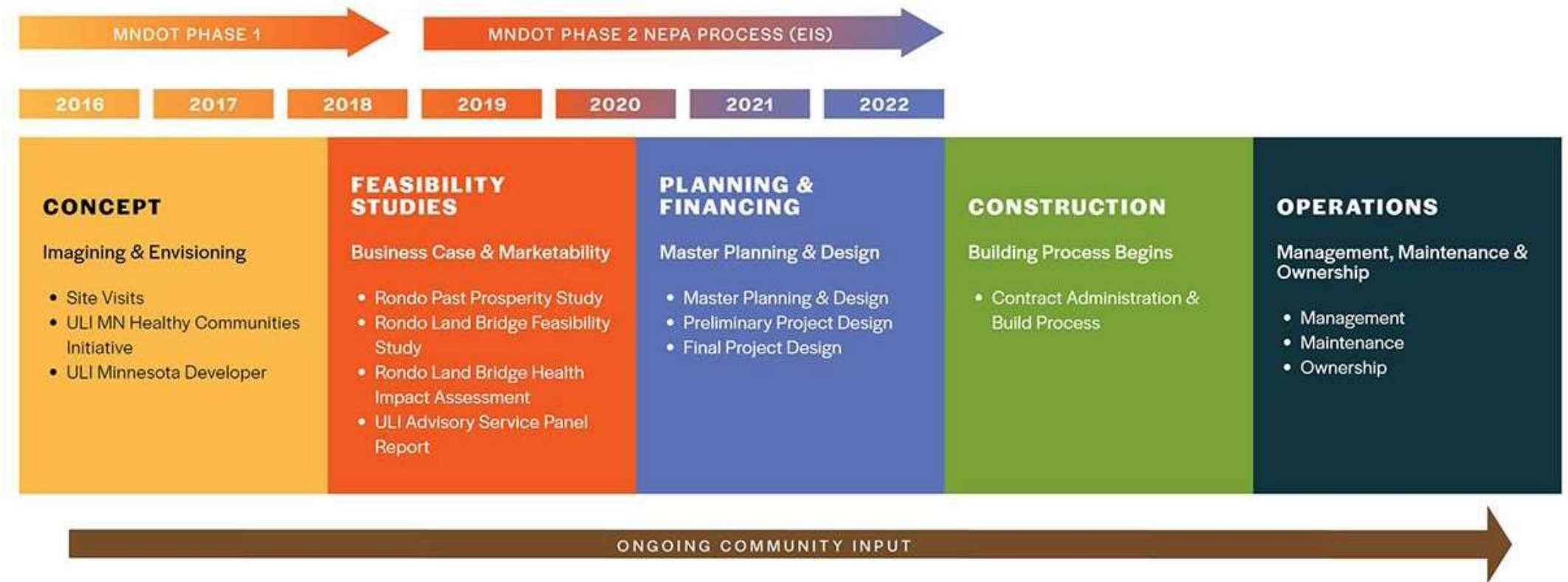


BUILD A BRIDGE
FOR OUR
BUDDING YOUTH



BUILD A BRIDGE TO BETTER

A purposeful path to equity



Support is needed – ULI Report Recommendations



Aggregation of community voice in design



A progress plan is in place

ESTABLISH TEAM

01

Onboard staff and expertise to fill organization gaps and provide strategic lift to processes.

ACTIVATE MASTER PLANNING PROCESS & FINANCE VEHICLE

02

Reach funding goals for Phase 0 in 12-24-months.

INCREASE NEIGHBORHOOD AWARENESS

03

Increase resident's awareness proximate to the Land Bridge in 12-months.

CONFIRM PARTNERSHIPS

04

Increase and formalize strategic partnerships and alliances in 12-months

COMMUNITY IMPACT

05

Identify anti-displacement measures strategies to mitigate gentrifications and other negative community impacts in 12-months.

What we know

Land bridges



Freeway Cap, Duluth, MN

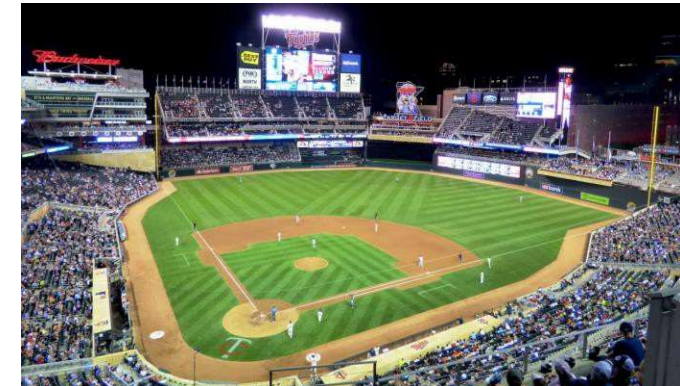


Klyde Warren Park Land Bridge (Dallas, Texas)

Publicly funded projects



US Bank Stadium



Target Field

A multifaceted funding approach

ULI Curtis Infrastructure Grant

- 4P Fund Model Exploration
 - Restorative financing
 - Community ownership and benefits

That model should offers:

- Ease of administration
- Transparency, cooperation and accountability.
- Collective impact
- Common framework for measuring success
- Market space where all stakeholders recognize expectations/goals w/aim toward direct community benefit





**Who are our current
stakeholders and partners?**

Ecosystem expertise & resources





RECONNECT
RONDO

BUILD A BRIDGE TO BETTER

THANK YOU!

<http://reconnectrondo.com>

connect@reconnectrondo.com

Today's Panelists



Moderated by:
Tierra Bills,
*Wayne State
University*



Keith Baker,
Reconnect Rondo



Chris Sensenig,
Raimi & Associates

#TRBwebinar

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#TRBExplorers



Get Involved with TRB

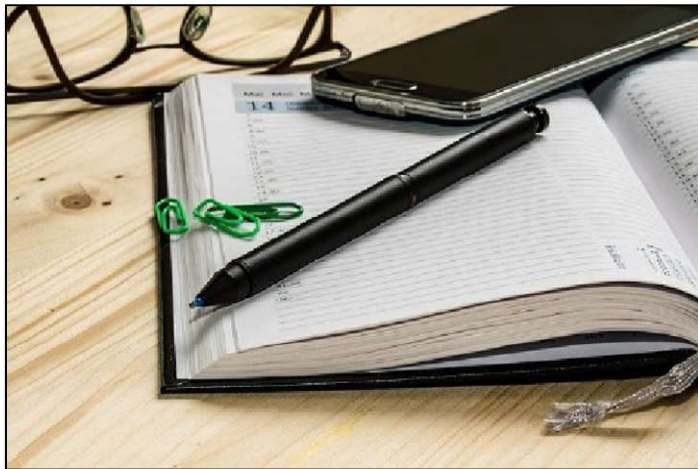
Receive emails about upcoming TRB webinars

<https://bit.ly/TRBemails>

#TRBwebinar

Find upcoming conferences

<http://www.trb.org/Calendar>



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Transportation
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Get Involved with TRB

#TRBwebinar



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Transportation
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Getting involved is free!

Be a Friend of a Committee bit.ly/TRBcommittees

- Networking opportunities
- May provide a path to Standing Committee membership

Join a Standing Committee bit.ly/TRBstandingcommittee

Work with CRP <https://bit.ly/TRB-crp>

Update your information www.mytrb.org