TOOLE DESIGN

TRANSPORTATION EQUITY IN WASHINGTON'S CITIES

Full Report

April 28, 2023

CONTENTS

EXECUTIVE SUMMARY

INTRODUCTION

The purpose of this study is to increase understanding of the negative impacts of transportation investment patterns, present and historical, and offer tools to assess transportation equity. The resources produced through this project will be used to educate city and state officials on the impacts of transportation investments on communities and vulnerable populations that have historically been marginalized, and that are still impacted by the legacy of these decisions today. These resources will also provide guidance and recommendations on new processes, policies, and practices that can better distribute resources to improve transportation equity.

HOW TO USE THIS RESOURCE

This report contains five standalone chapters (plus this executive summary) and an appendix of tools that can be used by cities and their partners to advance practices for transportation equity. The *Executive Summary* consolidates the findings of the report through summaries of each chapter. The first two chapters on *Impacts of Transportation Investment Patterns on Designated Populations* and *Racism in Existing Policies and Practices* can be used as informational resources for agency staff. The following chapter on *Transportation Equity Assessment Tools and Methods* is a companion to the *Catalog of Tools and Methods for Assessing Equity* providing important context and limitations. *Best Practices for Equitable Distribution of Transportation Benefits and Impacts* is an instructional resource that presents frameworks for approaching this work and recommendations. The final chapter *Engagement with the Practitioners and Staff Workgroup* shares insights from our outreach to transportation practitioners, researchers, community representatives, and city officials.

The resources produced through this study are shown in Figure 1. A set of resources can help an agency understand the context they are working in through reviews of policies and analysis and a second set can help cities work towards equity, providing conceptual tools to understand and discuss equity and recommendations for action. Although this work was done with a city and town focus, these resources may be useful to county, regional, and state agencies as well.
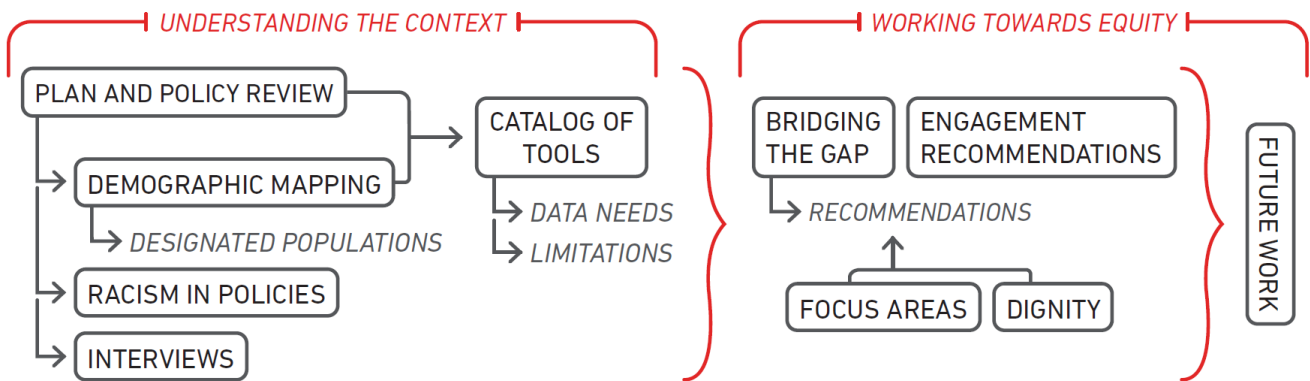
Figure 1 Roadmap of study resources. Sections of the report that can be used as resources are shown in boxes.

WHAT IS EQUITY

There are a range of definitions of equity. Therefore, for the purposes of this study, it is helpful to establish a definition to guide efforts and progress on one accord. The Washington State Legislature, however, has not yet developed a single definition of equity. Although this can present a challenge for directing our efforts, it also

removes limitations on what "equity" approaches we consider. This results in a more comprehensive presentation of how various governments, agencies, institutions, and organizations at the state and local levels are approaching work related to equity.

"Equity" is often used in reference to the distribution of benefits and costs and an assessment of whether the distribution is fair and just. This definition can lead to the belief that equality, or equal distribution and treatment, is sufficient; however, equality does not resolve the disproportionality and injustices that create inequity. The project team applied a research-informed definition of equity that recognizes the existing disparities and the historical factors that affect the current state. We define equity as a state of being where everyone has what they need to flourish, and we take a justice-oriented perspective. In the case of providing mobility options, this means assessing resources and levels of access people have currently and how resources and impacts of policies have been distributed (or have failed to be distributed) in the past. Justice-oriented equity prioritizes the most disadvantaged people in a community and redresses past harms. We also define inclusion as a critical component of equitable outcomes. Inclusion means that people from the non-dominant culture not only have a seat at the table, but that they also lead and participate in decision-making processes. Transportation justice is both the process and the outcome of righting injustices rooted in a foundation of systemic racism, and transportation equity is the insight and understanding needed to determine the "where," "when," and "for whom" of harm reductive measures.

IMPACTS OF TRANSPORTATION INVESTMENT PATTERNS ON DESIGNATED POPULATIONS

PLAN AND POLICY REVIEW

Transportation equity has been examined to varying degrees across the State. Although there are no statewide policies or practices for equitable transportation investments, state and local entities have identified goals and recommendations for doing so. The first chapter presents relevant information from key documents related to transportation equity and transportation investment and decision making in Washington and includes local examples. Below are key findings from this chapter:

» The plans and policies reviewed adopted a variety of definitions for transportation equity, ranging from narrow prescriptions to holistic perceptions. Many plans and policies contained an educational component with definitions and some referenced historic precedents and acknowledged specific past harms. The documents revealed themes underlying transportation equity, such as the effects of infrastructure on quality of life and addressing the mobility needs of populations that the transportation system underserves.

» Many of the plans and policies recognize the interconnection of sectors outside of transportation such as housing and the legal justice system, but transportation-focused agencies tend to focus on infrastructure and the areas within their direct influence for both solutions and evaluation. This is rational, however, equity outcomes are not confined within discrete sectors and transportation system outcomes, such as accessibility, can be viewed from perspectives outside of transportation. Additionally, these outcomes must be discussed and evaluated for their disparate effects on different communities, especially communities that have been historically marginalized, underserved, and disenfranchised. Inequity is an expansive problem, and it requires open and integrated solutions that will extend beyond the realm of transportation infrastructure.

» What is not in the reviewed documents is as important as what the documents contain. The topics

that are not covered also provide insight into an entity's familiarity and understanding of transportation equity. Traffic enforcement is an important equity issue that warrants a deeper discussion and recommendations for solutions and alternatives; however, it was discussed in only a few of the reviewed plans and policies.

» The documents in this review were developed for a variety of audiences and, as a result, the tone and depth of the discussion of equity varies. The tone and depth, along with the document framing, are also influenced by the range of different agencies and individual authors that produced the documents. Although there were not patterns based on geographic scale, the project team did not review enough plans to make statements on other geographic patterns. It is clear that agencies that have had commitments to advancing equity longer discussed it with more sophistication (terminology and language used, topics and issues discussed, types of impacts presented) and gave it more prominence in their plans and policies. Regardless of the sophistication of the discussion, the documents considered a minimum point of entry, spoke to basic concepts, and sought to establish an understanding.

» Differences in tone are also visible in documents written before 2020 and those written after. There is a distinction between plans and policies that are responding to inequity and ones that are responding to 2020. Those that read more as a response to 2020 suggest that an agency may be new to discussing or examining equity and may face a learning curve; however, we see how growth can occur over time (as noted above). Agencies instigated by the national confrontation of racism in 2020 may be able to learn from more experienced agencies to deepen their work.

» Even agencies that demonstrate a deeper understanding and prioritization of equity are challenged with moving from words to action and following through on goals and principles. Very few entities are systemically integrating equity into decision making, evaluating outcomes, or applying systems for accountability. Additionally, inconsistency, even within planning documents, threatens achieving the equity goals set forth.

» Another threat to equitable outcomes is capacity limitations. These limitations may be funding, staff, data, or knowledge. For instance, the availability of data, tools, and approaches for understanding and evaluating equity is limited. The inclusion of equity in data-driven processes like Vision Zero is critical to direct strategies towards solving disparities. Data are imperfect and incomplete, so nuance is needed to interpret and draw information from analyses. We will explore tools and methods further in the chapter on *Transportation Equity Assessment Tools and Methods* and discuss demographic data in more detail in the following section.

DEMOGRAPHICS AND DESIGNATED POPULATIONS FOR EQUITY ANALYSES

The first chapter also identifies populations that have been and should be designated as equity-seeking populations. Equity-seeking is a term that was developed in Canada to define "communities that experience significant collective barriers in participating in society." Equity-seeking populations have historically experienced disproportionately adverse effects from government agencies and societal structures and continue to experience these burdens today. As a result of their identities, equity-seeking populations experience different forms of social or geographic exclusion and oppression such as racism, sexism, and ableism, so they often do not receive, or receive minimal, benefit from societal structures such as education or healthcare. Equity-seeking populations are more likely to have systemic barriers to experiencing these positive outcomes in health and wellbeing, education, environmental quality, and transportation.

It is also important to note that people who belong to multiple equity-seeking communities experience interdependent systems of disadvantage and compounded effects. Using an intersectional lens, it is crucial to conceptualize people, communities, and outcomes as affected by various power structures, discriminations, and disadvantages that exist at the same time and influence each other. Every person has a unique experience of discrimination and oppression; and many demographic groups experience multiple forms of oppression. For example, because of their intersecting identities, a person may experience both ableism and racism. Therefore, it is important to consider all parts of identity and experience that marginalize people, including race, gender, class, and ability. Despite the intersectional nature of experiences, policies and analyses define populations discreetly and rarely explore the nuanced impacts that result from compounding discrimination.

The plans and policies reviewed for this project along with tools used to evaluate equity outcomes in Washington and in other geographies reveal what groups are identified and considered as "equity-seeking populations." Race and ethnicity and income level are common demographic factors used to designate populations. Other factors include English proficiency, disability status, age, housing, employment, and veteran status, educational attainment, mobility options, and citizenship. There are, however, other communities of people who can be considered equity-seeking. These include transgender people, queer and gender expansive people, formerly or currently incarcerated and institutionalized people and their families, people with cognitive disabilities, and people experiencing homelessness. Locational factors such as urban/rural classifications, outward migration, gentrification, and Native and Tribal lands can also have an impact on equity outcomes.

Understanding equity-seeking populations and the outcomes they experience requires data. To develop resources and tools to advance equity, data is critical. Still, a lack of data (both quantitative and qualitative) should not be viewed as a deterrent to conducting equity work; rather it is an opportunity to improve strategies toward data collection, or to rethink the data used in the evaluation process and maybe the process itself.

RACISM IN EXISTING POLICIES AND PRACTICES

Transportation policies and practices across the United States have long failed to serve Black, Indigenous, and other communities of color and Washington State is no exception. Structural racism is embedded throughout the transportation system, from decisions about the alignments of urban highways to priorities for transit investments. This chapter reviews past policy and investment decisions and their use, intentional and unintentional, to propagate racist outcomes.

Investments in safe, accessible, and reliable transportation infrastructure are disproportionately allocated in white neighborhoods, to the detriment of communities of Black, Indigenous, and People of Color (BIPOC) that have experienced disinvestment and underinvestment. US transportation investments since the mid-twentieth century have prioritized highways and suburban commuter transit, chronically underfunding public transportation systems that serve many BIPOC communities and creating unsafe roadways in these communities, with higher speeds and an absence of safe, connected facilities for walking and bicycling. The impact of this disinvestment is visible in racial disparities across areas such as access to employment, traffic death and injury rates, and exposure to other public health risks. This chapter summarizes the ways our past decisions and transportation investments continue to reproduce racial inequity through current policies and practices and how these effects are experienced today, nationally and in Washington State. It will broadly cover the following issues:

- Funding, Subsidies, & Vehicle Access
- Highways & Roads
- Public Transportation
- Active Transportation
- Policing & Enforcement
- Zoning, Land Use, & Housing

Throughout the State's history, Washington's transportation, law enforcement, and land use policies have created systematic disparities for BIPOC communities, limiting access to mobility and producing disproportionate negative impacts. Investments in road, transit, bicycling, and walking infrastructure have reinforced patterns of segregation and socioeconomic isolation. They have eroded the safety, health, and economic opportunity of BIPOC communities. In rural areas, including Tribal reservations, communities face a lack of transportation options and increasing rates of traffic violence. In urban areas, BIPOC communities face hazardous levels of air and water pollution, inadequate walking and bicycling facilities, underfunded transit networks, and a lack of affordable housing options that pushes them to increasingly peripheral and underserved areas.

The policies and infrastructure (dis)investments that led here have been enacted over the last century; both antiquated and modern policies continue to affect the lived experiences of BIPOC communities today. Identifying the lasting effects of racist and discriminatory policies (de jure and de facto) is necessary to address the resulting institutionalized discrimination. Many of Washington's cities and regions have begun work to address disparate transportation impacts, such as reducing speed limits to address traffic deaths and injuries and reallocating infrastructure investments to address the needs of underserved communities. Interventions to improve the current conditions are necessary, however, the historical context in this chapter should be used to develop a deeper understanding of the challenges to eliminating racial disparities from the transportation system and to help identify strategies, including removing harmful policies, to reach equitable outcomes.

TRANSPORTATION EQUITY ASSESSMENT TOOLS AND METHODS

This chapter, along with the *Catalog of Tools and Methods for Assessing Equity,* review assessment tools and methods that cities and towns across the country currently employ to understand the varying degrees of transportation inequity in their communities. The review identifies trends across available tools and methods as well as their limitations and gaps.

Tools for equity assessment may define equity differently, however many use the same or similar factors to evaluate different effects. These factors can be described as demographic factors or impact factors. Demographic factors may be used to define a population group or delineate priority areas. Impact factors can be used to assess impacts and outcomes on populations or neighborhoods. Similarities and trends were identified by synthesizing these factors. This synthesis also helped to identify limitations of these tools.

Some of the limitations are related to the tools themselves and some related to the supporting resources. When using any of the tools in the catalog, a jurisdiction should be aware of these limitations and how they impact the results of the assessment or analysis. They should also be transparent about the limitations when reporting and using the results. Limitations in the methodologies of the tools are a result of the assumptions made to develop the tool. They include the factors chosen for the analysis, scale, weighting, and the use of thresholds. When applying a tool, it is critical to understand the assumptions it makes within the methodology.

In addition to limitations due to methodologies, there are several limitations shared by all the tools that draw upon US Census data because of the inherent limitations such as undercounting and overcounting of particular populations and variations in categorization over time.

Finally, because of the reliance on quantitative data, many of the tools neglect histories and personal stories that are needed to paint a fuller picture of lived experience and inform the understanding of transportation equity. This limitation, in addition to challenges with granularity of data and the exclusion of some populations from data, necessitates complementary insights gleaned from qualitative data.

The tools in the *Catalog of Tools and Methods for Assessing Equity* are categorized by use and reflect the progression of applications for tools and methods. This progression starts with tools for demographic analysis to help jurisdictions understand the demographics of their populations. Then there are tools to assess existing conditions and the impacts key populations are experiencing. Next, there are tools to evaluate benefits, burdens, and disparities of investment and policy decisions. Finally, there are tools that assess practices and operation to establish an integrated equity framework. Jurisdictions should see the catalog as a starting point that can be built upon as they pilot equity analyses.

BEST PRACTICES FOR EQUITABLE DISTRIBUTION OF TRANSPORTATION BENEFITS AND IMPACTS

This chapter explains the process of analyzing gaps between current practices and the desired state of an equitable and just transportation system, discusses needs focus areas, and presents recommendations to advance equity, improve engagement, and continue work from this study.

Equity is contextual and an agency's journey toward equity and transportation justice will be unique and cannot be prescribed, which necessitates deliberate and focused actions. Figure 2 provides a general structure for discussing the complex, non-linear, and varying process of advancing equity and equitable outcomes. The graphic visually shows the stages a city may work through on their path to building transportation justice into organizational processes and culture and creating an equitable and just transportation system. As Annya Pintak, Transportation Equity Program Manager for Seattle Department of Transportation, said in our interview, "Equity is not just the deliverable, but also the process. You have to work with people within institutions to achieve institutional change." Cities across Washington State are at different stages of their journey toward equity and transportation justice.

Figure 2 Progression of Transportation Planning towards Equity and Justice

A gaps analysis directed the project team to key focus areas and recommendations to address them. The gaps analysis aimed to name the current conditions and issues being faced across the State, and then to imagine ways to help the cities move from the current conditions to the desired conditions, as expressed by residents. High priority focus areas from the gap analysis are disability justice, decarceration, economic justice, and trauma-informed planning. Moderate priority areas are systemwide accountability, culture affirming, cross-disciplinary planning, and environmental justice. A lower priority focus area is critical analysis.

The recommendations to move from the current state to the desired state were categorized into the framework of progression to transportation equity planning. The recommendations are not a comprehensive list, do not depict a linear process or suggest a step-by-step approach, and are not meant to define activities at each stage. Rather, they are a set of recommendations that cities can draw from to advance their practices towards any stage and address the gap analysis focus areas.

The recommendations provide direction but are not prescriptive because incorporating equity into planning is heavily contextual. Each city and agency should work to determine what the equity considerations are in their community and how they translate to decision making.

This study acknowledges that Washington's cities and towns are on different points in their journey of acknowledging, assessing, and addressing transportation inequities and that this work can be overwhelming. Several of the interview participants shared words of encouragement and advice that lead to the consistent message: "take the first step, and then the next steps." Ultimately, understanding and addressing equity is a process that will evolve and expand over time, requiring commitment and collaboration from many – and even one person is enough to start.

RECOMMENDATIONS FOR BRIDGING THE GAP

Understanding equity and disparate outcomes

- Use resources like the *Racism in Existing Policies and Practices* primer from this report to understand impacts of transportation policies and practices on equity-seeking populations. Seek out and create educational materials for agency staff and residents.
- Designate equity-seeking populations. Understand demographic patterns of your community through mapping (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples).
- Engage with equity-seeking populations to identify needs and disparities. Employ Engagement Recommendations from this chapter.
- Develop a shared definition of equity. Where possible, work with other local departments or organizations that have defined equity to align efforts.

Planning within an equity framework

- Create equity vision, framework, and/or goals in planning documents. Create a dedicated team to lead department-wide strategic equity goal(s). Clearly depict and link equity in project and programmatic budgets.
- Conduct quantitative analysis of impacts on equity-seeking populations (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples). Examine how outcomes vary across different populations.
- Consistently deepen community engagement by involving, collaborating with, and empowering the public. Develop engagement plans that are built upon the lived experiences and challenges expressed by equity-seeking populations. Employ Engagement Recommendations from this chapter.

- Expand designated populations to include equity-seeking populations beyond the common demographic designations (such as race and income) and include additional communities based on needs and disparities identified through qualitative data collection. Potential equity-seeking populations are discussed in *Impacts of Transportation Investment Patterns on Designated Populations* chapter of this report.
- Recognize the intersectional nature of identities. Assess how different identities, when taken together, affect and compound individuals' experiences.
- In addition to transportation-specific analysis, evaluate relevant environmental and economic impacts. Create environmental and economic justice profiles of who is and has been affected and establish impact thresholds for prioritizing transportation investments, not to mitigate impacts, but to remediate them.
- Ensure the cultural identities that define and comprise project areas are visible in conceptual designs and policies in overt, straightforward ways. Instead of aiming for a "melting pot," support culture-bearing that celebrates specific identities within communities.

Operating with an equity focus

- Apply equity considerations in decision making on projects, programs, and funding investments. Implement equity interventions, mandates, plans, and policies through concrete procedures and back implementation with funding.
- Create systems for accountability that include community feedback and metrics to evaluate performance towards equity.
- Establish widescale frameworks for staffing, funding, and implementing projects and programs in ways that fully integrate focus areas identified in this chapter. Frameworks will institutionalize equity considerations as opposed to addressing them with ad hoc, project-based, or reactive approaches.
- Identify ways existing requirements can be used to improve equitable outcomes. Define where regulatory mandates can facilitate recommendations for equity from this report and elsewhere.
- Identify and apply alternatives to policing to enforce traffic laws. Examine existing practices that promote, rely on, or exacerbate the incarceration or surveillance of residents in project areas. Explore how traffic laws impacts equity.
- Establish standards in engagement, design, and service provision beyond the Americans with Disabilities Act (ADA that prioritize people with disabilities. Apply universal design principles to projects, programs, activities, services, and communications.
- Integrate social scientists in planning, engineering, design, and operations teams as technical partners. Borrow tools to understand and advance equity from other industries and fields.

Achieving equitable outcomes

- Demonstrate positive outcomes towards equity - minimize existing disparities, do not cause undue burdens, provide benefits to those that need it most.
- Community voices lead decisions and drive outcomes.
- Engage in cross-sector planning with divisions and departments outside of transportation such as housing and public health. Create interdisciplinary communication channels, work groups, and initiatives on and around equity.
- Develop strategies for programming and implementation that reverse the impacts of policing and criminalization from transportation on communities.
- Bring awareness to silenced histories, potential to worsen trauma, and opportunities for healing through planning. Collaborate with social scientists, local universities, and community leaders to establish a task force or advisory committee that recognizes communities' traumas and informs their planning by them.

Experiencing justice

- Apply principles of mobility justice to address not only "streets" but the "socioeconomic, cultural, and discriminatory barriers to access and comfort different communities experience within public spaces."
- Practice community-based planning that honors and enhances the dignity of those impacted by the project, program, or policy. Honor the ways each person sees themselves, how they want to feel and be, and what respect looks like from the individual perspective or lived experience. Fortify and create spaces and processes where dignity can be expressed, accounted for, and accommodated.

The concept of dignity in the recommendations is derived from the Public Health sector. The following elements are the most frequent and consistent measures of dignity identified through studies across multiple sectors:

- Being understood
- Bodily autonomy
- Community connection
- Hope
- Love
- Relief from suffering
- Sense of home
- Sense of purpose
- Sense of routine

This project cast a wide net to understand and present current equity and investment practices and policies, methods for assessing equitable transportation planning, and practices to advance equitable outcomes from the transportation system. It provides resources and tools and a roadmap for the journey to advance transportation equity, but does not represent a comprehensive collection of methods or recommendations. Throughout the project, we identified areas that agencies could explore more deeply in their context or that additional statewide projects could examine including specialized recommendations for transportation agencies, addressing data and methodological limitations, organizational shifts, community specific needs, additional analyses, and rural challenges.

ENGAGEMENT WITH THE PRACTITIONERS AND STAFF WORKGROUP

PRACTITIONER INTERVIEWS

This project drew heavily from documented resources and acquired knowledge directly from practitioners through interviews and a project work group. This chapter summarizes the findings, experiences, examples, and recommendations provided by those who work at cities, government agencies, tribal nations, non-profit and advocacy organizations, and research institutions.

The project team conducted ten interviews with twelve individuals from various sectors – government (6), advocacy/non-profit (3), university/research (2), and tribal nations (1). The interview participants represented a wide range of perspectives and experiences on government equity practices. Their roles and responsibilities ranged from senior leadership to policy and data expertise to program coordination and management, and their day-to-day work includes collaboration with elected officials, agencies/departments, and staff at the state, regional, local, and tribal nation levels; universities and public research institutions; and the general public.

The questions asked during the interviews fell into either one or both categories: baseline conditions or tools and methods. Questions in the baseline category were meant to assess and describe the impacts of transportation investment patterns on designated populations. Responses to these questions are intended to provide some guidance on how the JTC can support efforts to educate city, county, and state officials on the impacts of current and historical transportation investments on designated populations including communities of color, low-income households, vulnerable populations, and displaced communities.

Questions in the tools and methods category were meant to explore transportation equity assessment tools and methods that cities and towns can use to assess inequities within their own jurisdictions and communities. These may include metrics like location quotients to assess and compare indicators across geographic areas (e.g., study area vs jurisdiction-wide), or screening tools that overlay demographic and environmental data to observe what overlaps exist, where they are located, and to what degree, to better understand levels of risk for environmental hazards. Responses to these questions are intended to help the JTC recommend practices and strategies that Washington's cities and towns can use to improve, diversify, and expand transportation investments to address and redress existing inequities.

The key themes from interviews included catalyzing equity efforts, understanding and defining equity, plotting a course through goals and objectives, exploring and assessing inequities, learnings and observations, inspiration and insight, and engagement, education, and support. The interviewees also shared their perspectives on tools and methods, changes over time, obstacles and challenges, reception and response to equity work, and advice.

The experiences and expertise captured through these interviews represent a small sample of how nuanced efforts to address inequities can be. Regardless of scale and scope and size, there are challenges, but there are also incredible opportunities. These stories also capture the numerous ways that this work can progress through innovation, dedication, and perseverance. Inequities in transportation investment and the impact they have had on communities across the state are deep and historical issues that are not easily solved. For cities, towns, agencies, and organizations that had already engaged in this work, the first step looked different for each of them. As the process has evolved, so too has the nature of the work and its sphere of influence. The feedback received also illustrated the importance of engaging with the public not only as active particpants in the process, but as leaders and shapers of the work.

STAFF WORKGROUP

The Joint Transportation Committee (JTC) and the Association of Washington Cities (AWC) recruited the Staff Workgroup from cities across the state to provide feedback on the project to attain this goal. This group was composed of staff representing five Washington cities. The group convened at key project milestones to discuss the design and usability of project deliverables. The project team also heard from Workgroup members about their experiences implementing transportation equity initiatives and the barriers they face in furthering transportation equity in their cities.

The Workgroup meetings played an important role in the development of each project deliverable as these meetings provided an opportunity for the Workgroup members to hear directly from the project team about the intended purpose of project deliverables and for the project team to get real-time feedback on each deliverable. The feedback and perspectives shared by city representatives at each Workgroup meeting was critical to the project, ensuring that the project outputs were informed by the expertise, needs, and recommendations of city staff – the actual implementers of any future transportation equity initiatives from this project. This cooperative process to develop each deliverable in collaboration with the Workgroup has resulted in guidance that is accessible and relevant to a diverse range of Washington jurisdictions.

GLOSSARY

Glossary Term	Definition	Source
Intersectionality	The term "intersectionality" was coined to explain the experiences of Black women who are exposed to exponential forms of marginalization and oppression because of the interplay of race, gender, and class. The term was created by Kimberlé Crenshaw in 1989 and is now more widely used to investigate how intersecting power structures influence social interactions and connections across diverse societies as well as individual experiences in daily life. In conducting an intersectional analysis, demographic factors of race, class, gender, sexuality, nationality, ability, ethnicity, age, and others are viewed as interrelated and mutually shape each other.	Hill Collins, P. and Bilge, S. (2020). Intersectionality.
Culture bearing	Culture bearers are defined by the AAPI Creative Placemaking Learning Circle as "individuals who carry and transmit cultural values, traits and practices between communities."	National Coalition for Asian Pacific American Community Development
Equity-seeking populations	Equity-seeking is a term that was developed in Canada for communities that experience significant barriers to participating fully in society. Equity-seeking populations have historically experienced disproportionately adverse effects from government agencies and societal structures and continue to experience these burdens today. As a result of their identities, equity-seeking populations experience different forms of social or geographic exclusion and oppression such as racism, sexism, and ableism, so they often do not receive, or receive minimal, benefit from societal structures such as education or healthcare.	Canada Council for the Arts/ University of British Columbia
Universal design	Universal design is the process of designing and creating environments, services, and products that are accessible to people regardless of their abilities or disabilities. Universal design accommodates individual abilities and preferences, communicates necessary information effectively regardless of ambient conditions or sensory abilities, and can be approached, reached, manipulated, and used regardless of body size, posture, or mobility.	National Disability Authority
Decarceration	Decarceration is the process of reducing the number of people in correctional facilities (i.e., prisons, jails, detention centers) by releasing those currently incarcerated and by diverting those who might otherwise be incarcerated. This includes strategies for ending sentences as well as minimizing arrests, court appearances, and parole and probation.	National Academies of Sciences, Engineering, and Medicine

Trauma-informed	A program, organization, or system that is trauma-informed realizes the widespread impact of trauma (i.e., events and circumstances that may include the actual or extreme threat of physical or psychological harm) and understands potential paths for recovery. It actively aims to resist re-traumatization and fully integrates knowledge about trauma into policies, procedures, and practices.	Substance Abuse and Mental Health Services Administration
Culture Affirming	Culture affirming is the process of centering racial consciousness, supporting the development of positive self-concept, and affirming the lived experiences of marginalized racial and ethnic groups.	TESOL Guide for Critical Praxis in Teaching, Inquiry, and Advocacy
Racialization	Racialization is the very complex and contradictory process of attributing racial categorization and meaning to groups, subjecting people to differential and/or unequal treatment based on this construction. Racialization also includes using the construction of "race" in any capacity.	Vancouver Foundation
Neurodiversity	Neurodiversity puts forth the idea that people experience and interact with the world around them in many different ways and there is no one 'right' way of thinking, learning, and behaving. Differences are not viewed as deficits. The term "neurodivergent" developed from this concept and is often used in the context of neurological or developmental conditions such as autism spectrum disorder or attention deficit/hyperactivity disorder.	Harvard Medical School
BIPOC	BIPOC denotes Black, Indigenous, and People of Color. It is used to bring focus to the unique and harmful relationship to whiteness that Indigenous and Black (African Americans) people have in the United States and the way it shapes the experiences of and relationship to white supremacy for all people of color in the country.	The BIPOC Project
Anti-racism	Anti-racism is "the active process of identifying and eliminating racism by changing systems, organizational structures, policies and practices and attitudes, so that power is redistributed and shared equitably"	Calgary Anti-Racism Education
Jim Crow, as in "Jim Crow transportation"	Jim Crow laws are series of racist statutes passed in the United States that established different rules for Black and white people. Jim Crow laws were based in white supremacist beliefs as a reaction to Reconstruction after the Civil War.	Constitutional Rights Foundation

Disability Justice	As set forth by Naomi Ortiz, a writer, poet, facilitator and visual artist whose work focuses on self-care for activists, "Disability Justice is the cross-disability (sensory, intellectual, mental health/psychiatric, neurodiversity, physical/mobility, learning, etc.) framework that values access, self-determination and an expectation of difference. An expectation of difference means that we expect difference in disability, identity, and culture. To be included and part of society is about being able to be our 'whole self' (all of our identities together). Disability Justice includes space for self-care, reflection, and hard discussions."	Disability & Philanthropy Forum
Environmental Justice	Environmental justice is "the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." The federal response was a result of a social justice and environmental protection movement in the late 1980s/early 1990s initiated by continual siting of hazardous waste disposal and other hazardous facilities in predominately African-American communities.	US Environmental Protection Agency
Participatory Research	Participatory research refers to systemic and robust research designs, methods, and frameworks that include direct collaboration with those affected by the issue or question at hand. Participatory research focuses on action or change. It grants residents an opportunity to contribute their own perspectives to important datasets while also co-facilitating data analysis.	Vaughn, L. M., & Jacquez, F. (2020). Participatory Research Methods – Choice Points in the Research Process. Journal of Participatory Research Methods.
Mobility Justice	Mobility justice recognizes how power and inequality govern and control movement at all levels and result in inequitable accessibility in a broad sense. It requires reconciling with historical and current injustices, understanding and empowering oppressed communities, and addressing structural barriers.	Untokening

IMPACTS OF TRANSPORTATION INVESTMENT PATTERNS ON DESIGNATED POPULATIONS WASHINGTON'S CITIES

IMPACTS OF TRANSPORTATION INVESTMENT PATTERNS ON DESIGNATED POPULATIONS

This chapter presents the findings of the subtasks Plan and Policy Review and Data Collection and Demographic Analysis. It summarizes and synthesizes key plans and policies and discusses designated populations that experience disparate outcomes as a result of an inequitable transportation system.

Transportation equity has been examined to varying degrees across the State. Although there are no statewide policies or practices for equitable transportation investments, state and local entities have identified goals and recommendations for doing so. The first part of the chapter presents relevant information from key documents related to transportation equity and transportation investment and decision making in Washington and includes local examples. This review is part of our examination of the existing conditions of transportation inequity in Washington, exploring different geographic and local contexts, and documenting the current and recent efforts to consider and address transportation equity. The latter part of the chapter identifies populations that have been and should be designated as equity-seeking populations.

PLAN AND POLICY REVIEW APPROACH

The plans and policies reviewed in this chapter were identified using local knowledge of transportation equity work in Washington state supplemented by web searches for combinations of keywords, such as "transportation," "mobility," "equity," and "justice," with geographic indicators such as "Washington," "Chelan County," "Puget Sound," and "Spokane." It was refined to include an exhaustive list of statewide plans and policies related to transportation equity and investments, as well as an inexhaustive, but geographically diverse list of plans/policies at the MPO, county, and local level. Only the plans and policies on this list were reviewed by the Project Team.

The following summaries present the plans and policies chronologically beginning at the state level and moving to the regional and local level.

PLAN AND POLICY SUMMARIES

AWC Equity Resource Guide (2021)

Association of Washington Cities

Overview: The Guide is a tool intended for any city in Washington to use as a starting point to move their community towards stronger, more equitable, and more inclusive spaces. The chapters cover municipal budgeting, housing, transportation and infrastructure, Human Resources and city workforces, criminal justice, and civic engagement and participation. The Guide includes case studies from local jurisdictions and across the country for each topic.

Relevant Information: The Guide introduces the concepts of "Diversity," "Equity," and "Inclusion" with definitions and explains the use of an equity lens in evaluating potential policies and programs. The document provides historic context for each topic, such as redlining and housing discrimination in the

Housing chapter. Some of this context along with additional background on racism institutionalized in planning policies and practices both locally and nationally is summarized in an appendix accompanying this report. The Guide also lists metrics and examples for equitable outcomes.

As a collaborator in the work on this project and an authority on Washington's cities, the AWC Equity Resource Guide suggests the point of entry for tools and resources that will be developed from this project. In addition to the chapters focused on transportation and infrastructure, other chapters provide insight into challenges that can have indirect influence on transportation equity outcomes. For instance, the Budgeting chapter recommends using budgeting as a tool for prioritizing and meeting diversity, equity, and inclusion (DEI) goals through an engage community process that defines equity for the community, determines how to measure it, and allocates funds based on desired outcomes. The Transportation and Infrastructure chapter builds on this recommendation.

The Transportation and Infrastructure chapter immediately notes disparities for people who do not have a personal vehicle. Work from a parallel JTC effort is currently examining the challenges and demographic composition of the nondriver population in Washington. Another point the Guide makes is that inequities can be compounded by a city's need to balance competing demands. For example, transportation and infrastructure improvements are framed as opportunities for economic mobility for individuals, but they are also seen as economic development for cities. This development instigates gentrification and potential subsequent displacement that exacerbates existing inequities.

The Guide offers several transportation-focused recommendations. One is measuring transportation equity outcomes related to common challenges (modal equity, quality transportation infrastructure and experience, regional variations in needs, disparate health outcomes, and environmental sustainability), although it does not provide further details and notes the difficulty in measuring equity of outcomes. The Guide also cites six steps for reaching equitable transportation goals including defining transportation equity collaboratively with historically excluded residents and allocating funding for equitable projects and innovation.

Metro regions need to define transportation equity in partnership with historically excluded residents.

Transportation departments need dedicated funding sources to allow for equitable and innovative transportation decisions.

Transportation decisions need to include meaningful community engagement with low-income and other historically excluded residents.

Local land use, zoning, and housing agencies must coordinate to ensure that transportation investments increase equity, rather than exacerbate disparities.

Land use planning (particularly relating to housing) must keep equity as a guiding principle to make equitable transportation feasible.

Cities should collect better data to track transportation equity and work with partners to create tools to help them make transportation decisions with equity as a key consideration.

Figure 3 Recommended steps to achieve equitable transportation goals based on work from The Urban Institute.

JTC Statewide Transportation Needs Assessment (2020)
Washington State Legislature, Joint Transportation Committee

Overview: The study assessed long-range statewide transportation needs and priorities and identified existing and potential funding mechanisms to address them. The Phase 1 Report (July 2020) shed light on the level of need across jurisdictions and modal types and identified known challenges and gaps in information. The report's key findings included the growing backlog of deferred maintenance, the need for new sources of revenue, and the value of a statewide interconnected transportation system. The Phase 2 Report (December 2020) summarized the guidance submitted to the State Legislature by an Advisory Panel, which was appointed by the JTC Executive Committee to review the findings of the Phase 1 Report.

Relevant Information: The fundamental finding of the study is a lack of adequate funding to provide resources that meet needs. The limits of funding underscore the challenge of balancing competing needs and creates an urgency to incorporate equity into resource distribution decisions if it is to be prioritized.

The Advisory Panel convened to review the study provided guidance on the funding principles, revenue options, investment priorities, and the vision for the future. The report from the Panel named equity as a vision for the future and presented a transportation policy goal to address geographic and modal disparities and their negative impacts on various demographic groups. It was also stated that more definition around equity was desired and necessary.

The Advisory Panel identified analyzing new tax proposals for disproportionate impacts to "underrepresented communities" as a Funding Principle. Although equity was included among the seven criteria for assessing revenue options, it was defined as "how much does the revenue option align the burden of who pays the tax/fee/charge with who potentially benefits." There was not a discussion of regressivity of revenue options and the vast majority of options were ranked as medium for the equity criteria. The needs of distinct communities, identities, or areas were not discussed in the study; the Advisory Panel identified "including perspectives of race and income, geography, and modes" among the considerations for moving forward.

WSDOT Equity Study (2021)

Washington State Department of Transportation

Overview: The study used academic approaches to answer questions on four equity-related areas for the agency and its operations: Equitable Compensation in Property Acquisition, Equity of Highway Construction Program Investments, Workforce Representation, and Distribution of Benefits for Transportation Investments. It is intended to be a starting point for further exploration and does not provide concrete answers or recommendations.

Relevant Information: Much of the study report focused on analysis of equity within the WSDOT workforce. Although the JTC Transportation Equity in Washington's Cities project is not exploring internal agency DEI topics, the compensation analysis points to the need for nuance in interpreting equity analyses. The limited number of total female and People of Color hires prohibits the study from distinguishing compensation geographically along racial and gender lines. Because of this the findings are skewed; they do not account for the higher salaries in the higher cost of living areas where many women and People of Color hires are employed. This context is not discussed in the report. Additionally, the limitation of the salary analysis highlights the small sample size of women and People of Color hires at WSDOT, which represents the overall composition of the workforce. The data limitations, for this analysis and others in the study, underline the preliminary nature of these findings and the need for more understanding in these areas.

The transportation investments questions were answered through literature review, with a focus on who is not benefiting from investments and if the greatest transportation needs are being met. The report acknowledges that it does not explore who benefits from investments or the value they receive in comparison. The literature review is supported by case studies from cities across the country. The findings are used to conclude that "investments are becoming highly car-based which is disadvantageous to low-income individuals that are unable to afford a vehicle," and those that rely on non-automotive modes of transportation. Investments in both active transportation and highway are suggested to mitigate mobility disparities. Additionally, the study notes disproportionate environmental harms from high volume roadways and recognizes community involvement is an imperative component

of equitable planning.

It is important to reflect on the question(s) asked for each study area and which questions are not asked. *For instance, questions around equitable compensation in property acquisition ask about comparable land valuation but do not ask how locations for land acquisition or takings are decided and who is impacted.* For instance, questions around highway construction program investments assume projects in proximity to low-income communities and communities of color are positive on the whole, however, there is no consideration of the type of investment or the community need.

WSDOT Anti-Racism Policy and Diversity, Equity, and Inclusion Planning (2021)
Washington State Department of Transportation

Overview: The policy describes WSDOT's renewed commitment and intent related to "diversity, equity, and inclusion planning" for the purpose of serving all users.

Relevant Information: This policy is a continuation of equal opportunity as "consistent with applicable law" and acknowledges the potential harm of state projects and decisions to communities of color. The Policy recognizes the "legacy and consequences of past decisions [that] persist in disparities and inequities today" with a pledge to "stay mindful of the importance of listening to, and learning from, those most affected by racism." The Policy defines both "Anti-Racism" and "Racism" in the document. Action items and deadlines in the Policy include:

- The Office of Equal Opportunity (OEO) will create an agency-wide workgroup to develop a Diversity, Equity, and Inclusion (DEI) Plan, which WSDOT will implement, within one year from July 16, 2021. A progress report will be submitted by February 16, 2022. This workgroup was tasked with collaboratively "propos[ing] additional policies, procedures, and training, as well as agency, region, and program goals, metrics, and monitoring mechanisms."
- WSDOT OEO Director will provide regular updates on implementing the DEI Plan and will collaborate with various agencies and organizations representing the interests of historically excluded Washingtonians.

WSDOT Strategic Planning Listening Sessions & Equity Readiness Baseline Assessment (2021)
Washington State Department of Transportation

Overview: In coordination with the Equity Baseline Assessment survey, WSDOT hosted virtual listening sessions with the community and internal sessions with staff. The goal of the sessions was to hear feedback on how WSDOT can be more equitable to incorporate those ideas into the development of the state's five-year equity plan.

Relevant Information: WSDOT self-assessed their compliance with relevant orders, directives, and memorandums as well as their HR compliance, but did not publish details on compliance. The Assessment provides an Agency Employee Profile and a Senior Management Profile which both show very low racial, gender, veteran, and disability diversity but have high representation with employees aged 40 and over. Further engagement evaluations are included in the Assessment but are limited due to the low diversity in employee composition. The internal listening sessions focused on equity and belonging in organizational culture and workplace diversity. The Assessment lists WSDOT DEI operations with a rating ranging from "Not Yet Started" to "Exemplary/Leading" And the report includes a table for " Becoming an Anti-Racist Multicultural Organization."

The three external listening sessions garnered insight into the need for increased access to

transportation options, infrastructure, decision makers, services, and opportunities.

Washington Transportation Plan 2040 and Beyond (2018)

Washington State Transportation Commission

> **Overview:** This strategic policy plan updates *WTP 2035* and includes findings from WSDOT's *WTP, Phase 2 – Implementation 2017-2040.* The plan was developed with the participation of local, regional, and state agencies, industry representatives, and funding authorities, and includes input from mobility advocates, land use, economic, social, and environmental perspectives, and the public. The plan provides recommendations across six transportation goals – economic vitality, preservation, safety, mobility, environment and health, and stewardship – and highlights three cross-cutting topics that transportation agencies are currently struggling with: technology and innovation, system resilience, and paying for transportation (maintenance, preservation, etc.).

> **Relevant Information:** The first mention of equity in this document is in the context of autonomous vehicles (AV). It asserts that AV technology "promises greater access and independent mobility to people who cannot drive," but this is balanced by including concerns that AVs will widen already existing opportunity and access gaps (socially and geographically) and disrupt the labor force by displacing workers in traditional transportation jobs.

> Although the word "equity" appears in other places in the plan, the only other substantial reference happens in two places, both of which are in the transportation goal of Stewardship:

> - A near-term strategy to support statewide stewardship is to develop a Transportation Equity Analysis toolkit to evaluate "the benefits and impacts of transportation policies and investments on historically marginalized populations." There is also an acknowledgment that many wish to do the work of assessing, understanding, and achieving equity objectives, but do not know where to start.
> - A call-out box entitled "Equity and Transportation" talks about the relationship between the two and offers a definition for what "equity" is and means. It goes on to mention that continuing stewardship of the state's transportation systems can realize equity objectives by ensuring that benefits are fairly distributed and do not disproportionately affect some communities more than others. It concludes by acknowledging that much work is needed to define "transportation equity" at the state level in a statewide policy plan.

> There is not an explicit mention of "racial equity," but a long-term strategy to support safety throughout the system states the importance of expanding crash data to expose and understand racial disparities in traffic safety to better provide countermeasures at state and local levels. "Racism" does not appear in this strategic policy plan.

> The singular mention of tribal lands and sovereign nations notes that Washington's 29 federally recognized Indian tribes represent 29 sovereign nations that have their own government and tribal enterprises, the latter of which generate "more than 30,000 jobs in Washington and invest billions of dollars in goods and services, and capital projects." The state's RTPOs and MPOs engage with these sovereign nations to ensure coordination across transportation and land use projects and programs that align and meet the interests of tribal and non-tribal governments.

Washington State Active Transportation Plan (2021)

Washington State Department of Transportation

> **Overview:** The plan assesses statewide active transportation needs, defines the state's interest in

active transportation infrastructure, provides information for policy and investment decisions, and recommends strategies and performance measures to promote a "complete, comfortable transportation system." **Relevant Information:** One of the five plan goals, Opportunity, aims to eliminate disparities in safe and healthy mobility for people most dependent on active transportation and one of the key recommendations from the plan is to prioritize investments in locations with the highest needs to address disparate outcomes. The plan acknowledges historic residential segregation of "people of color and those with other marginalized identities" and disinvestment in their neighborhoods, as well as the harmful effects of transportation projects like highways and arterials on these neighborhoods. The plan provides criteria for prioritizing and evaluating projects to address health and transportation inequities and identifies three key equity issues to address in Washington:

- Concentrations of fatal and serious traffic crashes
- Lack of infrastructure, especially ADA-accessible facilities
- Long distances between housing, jobs, and resources

The plan lays out a new direction for data-based decision making that includes an Level of Traffic Stress analysis for State Routes in population centers that identifies gaps in the active transportation network and evaluates them using criteria that include equity-based demographic measures:

- Places with relatively high numbers of people living in poverty.
- Places with relatively high numbers of Black, Indigenous, and other people of color.
- Places with relatively high numbers of people with a disability.

It also proposes "equity checks" to evaluate equity with respect to the five plan goals (opportunity, participation/physical activity, connectivity, safety, and partnership) and recommends aligning these metrics with those to be developed under the requirements of the Healthy Environment for All Act (commonly referred to the HEAL Act, adopted by the Legislature in 2021).

Strategic Highway Safety Plan: Target Zero (2019)

Washington State Department of Transportation

Overview: The Statewide Vision Zero and traffic safety plan aims to eliminate deaths and serious injuries on Washington's roadways by 2030. It presents traffic safety challenges; identifies high risk behaviors, prevalent crash types, and vulnerable road users; and recommends strategies and countermeasures for state and local jurisdictions to influence traffic safety. It is intended to be used by traffic safety partners across the state.

Relevant Information: Health equity is an addition to the 2019 plan and is highlighted throughout the document. It cites data that show a need to direct prevention efforts to communities with higher rates of poverty and "vulnerable and marginalized populations." The plan defines equity as "absence of avoidable or remediable differences among groups of people, whether those groups are defined

socially, economically, demographically, or geographically." It includes a discussion of the disproportionate rates of traffic violence for American Indians and Alaskan Natives (AIANs) in Washington as well as the equity implications of connected and autonomous transportation technology. Older adults are another group of road users discussed in the plan that experience
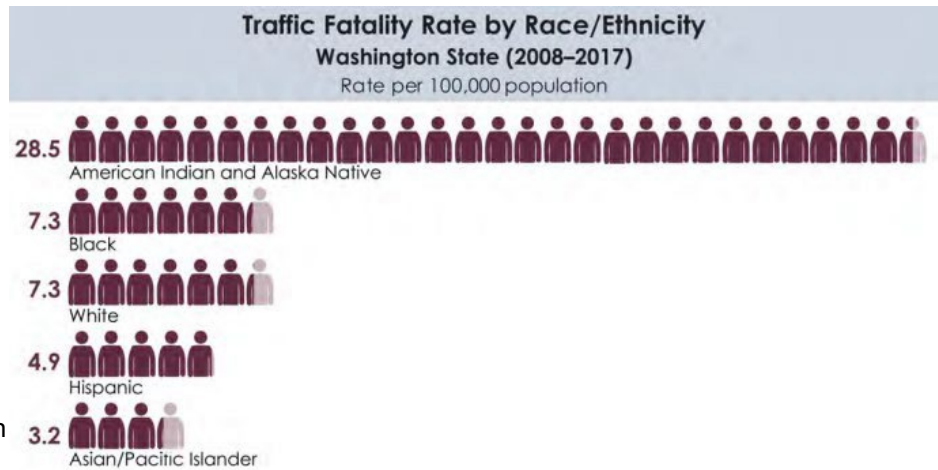
Figure 4 Target Zero includes an examination of traffic safety outcomes for AIANs who are dramatically overrepresented in traffic fatalities.

disproportionate traffic safety outcomes and the list of additional vulnerable populations in the chapter on transportation and health equity include People of Color, people with disabilities, young people, people with limited English proficiency, and people living in rural areas. This chapter also identifies key issues in traffic safety and health equity, such as a lack of transportation infrastructure in lower-income communities, limited transportation (and housing) options, and a disproportionate transportation cost burden. Equity driven actions include:

- Address the needs of diverse populations as part of traffic safety educational messaging
- Ensure that partners and grantees comply with equity and inclusion expectations
- Increase infrastructure investments in underserved areas (AB.3.4)
- Expand the use of high visibility crosswalk enforcement of motorists who fail to yield to pedestrians combined with culturally appropriate campaigns designed to consider equity issues in underserved high-need communities with high crash rates (PAB.7.2)
- Improve training on equity issues for enforcement (PAB.7.3)
- Conduct demographic analysis to identify communities of concern (SYS.2.1)
- Increase infrastructure investment in historically underserved areas where crash rates and severity are disproportionate to local and regional rates (SYS.2.2)
- Provide subsidies to low-income students for driver training or allow online driver training as a lower-cost option, improving access to young people in more remote, rural areas

PSRC Regional Transportation Plan (2022)

Puget Sound Regional Council

Overview: The central Puget Sound region includes King, Pierce, Snohomish, and Kitsap counties and their 82 cities and towns. The Plan provides a long-range strategy for transportation funding and service in the region as a part of VISION 2050 and focuses on integration, performance, funding, and implementation.

Relevant Information: Engagement with Black residents, communities of color, and other marginalized groups was a priority in the development of this plan. Although the plan recognizes several groups that have historically been marginalized and face unique transportation needs (Black, Indigenous, and People of Color, people with low incomes, older adults, youth, people with disabilities,

and people with limited English proficiency), PSRC leads with race, specifically the barriers faced by, and solutions designed for BIPOC. The plan was evaluated with a racial equity lens and goals and action items throughout the plan are linked to systemic improvements for historically marginalized groups, such as increased access to high-capacity transit and less delay/shorter travel times in areas with higher concentrations of People of Color and people with low incomes. Additionally, the Plan identifies equity-relevant planning considerations, such as minimizing negative air quality impacts and noise pollution from large trucks on routes adjacent to low-income neighborhoods and communities of color.

The plan identifies data gaps for equitable assessment (e.g., TDM strategies) and provides tools for understanding geographic variations in opportunity and risk. It also details the Regional Equity Analysis in the appendices. These resources are intended to be used by local jurisdictions to conduct geographic needs assessments and prioritize projects in areas of greater risk that typically include minority residents.

Seattle Transportation Equity Framework *(2022)*
Seattle Department of Transportation

Overview: The framework was developed to be incorporated into the Seattle Department of Transportation's policies and operations. The Transportation Equity Framework presents best practices for equitable transportation development with specific examples and strategies for implementation and funding and is intended to be used by SDOT offices, partnering agencies, and the greater community to address the existing disparities.

Relevant Information: The development of the Equity Framework relied on the Transportation Equity Workgroup, a collaboration of 10 paid BIPOC members who identified the strategies and recommendations of the framework. The framework is based on two fundamental equity strategy elements: community engagement and decision making, transparency, and accountability. The report provides a value statement and recommended strategies for these elements and for eight equity strategy drivers:

- Safety
- Mobility and Transportation Options
- Transit Access
- Infrastructure, Planning and Maintenance
- Land Use, Housing and Displacement
- Economic Development
- Transportation Justice
- COVID-19 - Intersection with Public Health & Transportation

The framework also provides longer term recommendations such as establishing a permanently funded transportation equity advisory body within SDOT. The framework report includes a glossary of key terms and a chart on power dynamics with examples and biases and the appendices present historic and current context as well as list ongoing equity efforts by SDOT. SDOT also created an implementation plan for the framework that includes 200 tactics across the strategy elements and drivers to advance the values and strategies of the framework.

[Walla Walla Valley MPO 2045 Plan](#) (2021)

Walla Walla Valley Metropolitan Planning Organization (MPO)

Overview: The plan is updated every four years to inventory and assess the operations and management of all transportation modes. It discusses environmental impact and mitigation as well as financial constraints for planned projects.

Relevant Information: This plan was developed with public input, and input from "traditionally underserved, including low income and minority households" was sought in compliance with the federal rules for outreach. Although equitable transportation is not one of the titular goals, equitable access is included in the Access and Equity chapter of the plan and it discusses differences in accessibility for older adults, youth, individuals with disabilities, low-income households, and individuals with limited English proficiency in the context of universal considerations. Both "Equality" and "Equity" are defined in this chapter and the Environmental Justice analysis for the plan is discussed in relation to the planned projects.

The Plan includes the action item from the "2040 and Beyond" statewide plan to develop a Transportation Equity Analysis toolkit to evaluate the benefits and impacts of transportation policies and investments on historically underserved populations in Washington. Given the large Spanish-speaking population in the Walla Walla region, the plan calls for translation of public services and infrastructure.

[Link Transit Comprehensive System Analysis](#) (2021)

Link Transit, Chelan County

Overview: The analysis documents the conditions of transit service in Chelan and Douglas County, analyzes the results of public outreach, and recommends changes to the Link Transit system.

Relevant Information: The analysis evaluates zero-fare service, equitable access to outdoor recreation, and the equity tradeoffs around shared-ride mobility services. The findings point to improved equity as a primary benefit of transitioning to a zero-fare system, although the report notes the apprehension of Board of Directors members in adopting a zero-fare policy. It acknowledges the success of King County Metro's Trailhead Direct program in improving access to trailheads and campgrounds for low-income residents who do not have access to a private vehicle and suggests that providing this service in Chelan and Douglas County, and marketing it to "communities of concern," could help address community equity goals. The report also discusses the equity implications of shared-ride mobility services, which could fill service gaps in low-density areas but presents barriers for riders with disabilities or without credit cards or a smartphone. It recommends piloting new modes of rural transit in addition to the development of volunteer driver programs.

[King County Metro Mobility Framework Report](#) (2019)

King County Metro

Overview: The community-led framework for a regional network of traditional and new transportation services was co-created with the Metro Mobility Equity Cabinet – a group of 23 community leaders representing interests of low- and no-income people, Black, Indigenous, and People of Color, immigrants and refugees, people with disabilities, and limited-English speaking communities.

Relevant Information: The Mobility Framework is guided by principles that establish a foundation on equity including invest where needs are greatest, innovate equitably and sustainably, improve access to mobility, and align investments with equity, sustainability, and financial responsibility. The report acknowledges the displacement of low-income households from dense urban areas such as Seattle to

more peripheral cities, particularly in south King County, and the equity and mobility issues that causes. It emphasizes the importance of transparent and inclusive engagement, moving toward "shared decision- making and co-creation" that centers the needs of "low- and no- income people, Black, Indigenous, and People of Color, immigrants and refugees, people with disabilities, and limited-English speaking communities." Specific equity-driven recommendations include:

- Providing additional transit service in areas with unmet need, defined as "areas with high density; a high proportion of low-income people, People of Color, people with disabilities, and members of limited-English speaking communities; and limited mid-day and evening service."
- Increasing dense, affordable housing in urban areas near transit while working to minimize displacement of priority populations
- Using strategic and culturally specific communication methods
- Building infrastructure to provide pathways to mobility-related employment, including a "school without a school" and an equity-in-mobility summer internship program
- Requiring the centering of equity in all contracts and subcontracts
- Building lasting relationships in communities and compensating community members for their time and expertise.
- Developing an equity-centered engagement framework by co-creating with the community
- Providing a safe and secure experience for passengers, communities, and Metro employees by coordinating enforcement in ways that are equitable and culturally appropriate.
- The prominence of equity in the Mobility Framework follows the King County Equity and Social Justice Strategic Plan agenda to focus on needs of historically marginalized groups and places with the greatest need and to work in partnership with community.

King County Equity and Social Justice Strategic Plan (2016)
King County

Overview: The plan establishes King County's equity vision and their approach for change that advances equity and social justice. It is a guide for decision-making, planning, operations and services, and workplace practices across County government and in partnership with communities.

Relevant Information: The plan acknowledges past policies, systems, and practices that produce adverse social, physical, and economic conditions and identifies transportation and mobility as a determinant of equity. It presents a policy agenda to address mobility concerns and transportation barriers, particularly for people who live and work in rural areas, are seniors, do not speak English, have disabilities, are transit dependent, work during non-peak travel periods, or live in areas with predominately low-income residents and People of Color. The agenda details four approaches to enhance equitable mobility:

- Investments in service improvements, including increased frequency in underserved areas and new approaches to provide rural mobility
- Investments in community partnerships, including expanding reduced fare programs and alternative transportation options such as shuttles and rideshare
- Investments in the places and people with greatest needs, including expanding mobility options for people with disabilities and seniors
- Leverage the County's role as a major employer, including recruiting and apprenticeship programs for disadvantaged groups

The plan also defines concepts such as social justice, structural racism, targeted universalism, and determinants of equity.
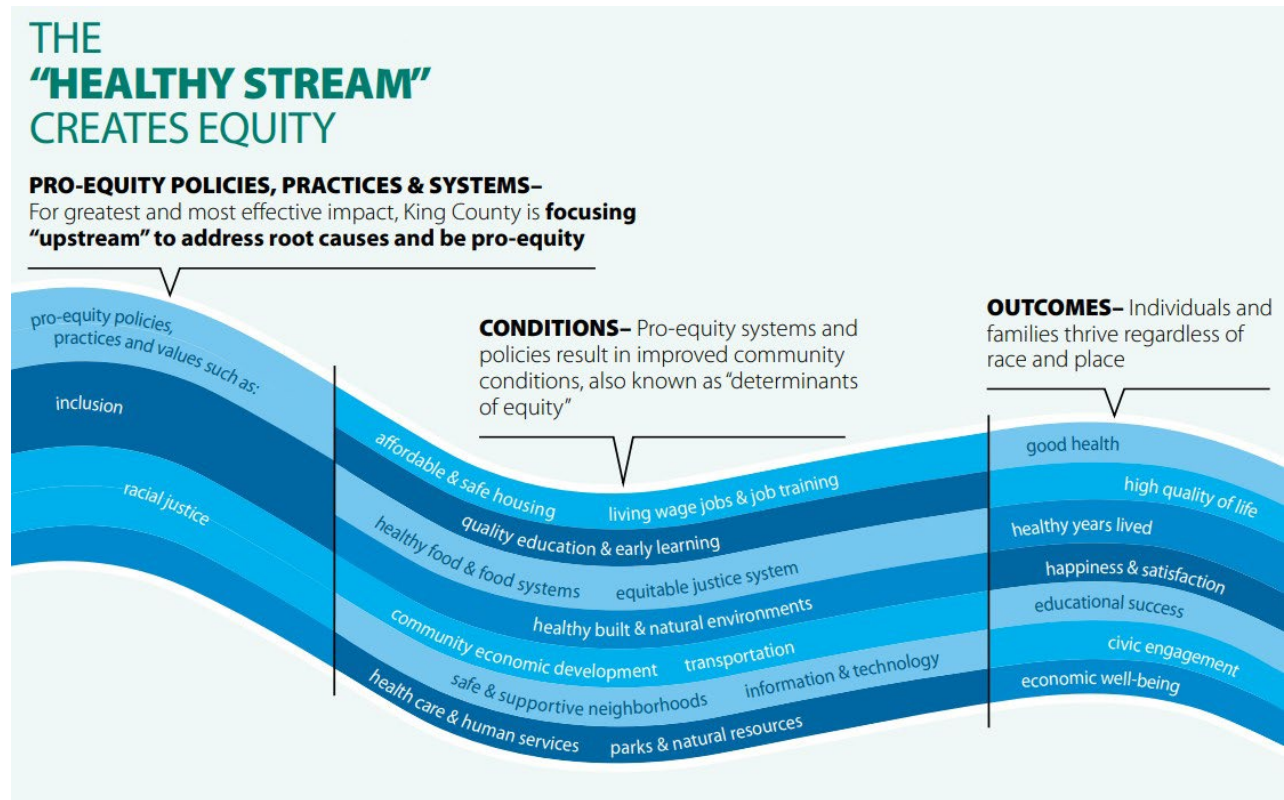

Figure 5 The strategies in the King County Equity and Social Justice Strategic Plan focus investment "upstream" and to where need is greatest, as opposed to focusing on individual and household-level outcomes.

RACISM IN EXISTING POLICIES AND PRACTICES

Most of the plans and policies reviewed expressly discuss equity and some acknowledge historic discrimination. It is necessary to recognize how historic oppression is built into our policies and practices and manifest in the disparate outcomes we see today. The chapter *Racism in Existing Policies and Practices* summarizes past policy and investment decisions and their use, intentional and unintentional, to propagate racist outcomes. It discusses how these effects are still experienced today, nationally and in Washington State.

KEY FINDINGS

The plans and policies reviewed adopted a variety of definitions for transportation equity, ranging from narrow prescriptions to holistic perceptions. Many plans and policies contained an educational component with definitions and some referenced historic precedents and acknowledged specific past harms. The documents revealed themes underlying transportation equity, such as the effects of infrastructure on quality of life and addressing the mobility needs of populations that the transportation system underserves.

From the review, we see that although many of the plans and policies recognize the interconnection of sectors outside of transportation such as housing and the legal justice system, agencies focus on infrastructure and the

areas within their direct influence for both solutions and evaluation. This is rational, however, equity outcomes are not confined within discrete sectors and transportation system outcomes, such as accessibility, can be viewed from perspectives outside of transportation. Additionally, these outcomes must be discussed and evaluated for their disparate effects on different communities, especially communities that have been historically marginalized, underserved, and disenfranchised. Inequity is an expansive problem, and it requires open and integrated solutions that will extend beyond the realm of transportation infrastructure.

What is not in the reviewed documents is as important as what the documents contain. The topics that are not covered also provide insight into an entity's familiarity and understanding of transportation equity. Enforcement is an important equity issue that warrants a deeper discussion and recommendations for solutions and alternatives; however, it was discussed in few of the plans.

The documents in this review were developed for a variety of audiences and, as a result, the tone and depth of the discussion of equity varies. The tone and depth, along with the document framing, are also influenced by the range of different agencies and individual authors that produced the documents. Although there were not patterns based on geographic scale, the project team did not review enough plans to make statements on other geographic patterns. It is clear that agencies that have had commitments to advancing equity longer discussed it with more sophistication (terminology and language used, topics and issues discussed, types of impacts presented) and gave it more prominence in their plans and policies. Regardless of the sophistication of the discussion, the documents considered a minimum point of entry, spoke to basic concepts, and sought to establish an understanding.

Differences in tone are also visible in documents written before 2020 and those written after. There is a distinction between plans and policies that are responding to inequity and ones that are responding to 2020. Those that read more as a response to 2020 suggest that an agency may be new to discussing or examining equity and may face a learning curve; however, we see how growth can occur over time (as noted above). Agencies instigated by the national confrontation of racism in 2020 may be able to learn from more experienced agencies to deepen their work.

Even agencies that demonstrate a deeper understanding and prioritization of equity are challenged with moving from words to action and following through on goals and principles. Very few entities are systemically integrating equity into decision making, evaluating outcomes, or applying systems for accountability. Additionally, inconsistency, even within planning documents, threatens achieving the equity goals set forth.

Another threat to equitable outcomes is capacity limitations. These limitations may be funding, staff, data, or knowledge. For instance, the availability of data, tools, and approaches for understanding and evaluating equity is limited. The inclusion of equity in data-driven processes like Vision Zero is critical to direct strategies towards solving disparities. Data are imperfect and incomplete, so nuance is needed to interpret and draw information from analyses. We will explore tools and methods further in the chapter on *Transportation Equity Assessment Tools and Methods* and discuss demographic data in more detail in the following section.

DEMOGRAPHICS AND DESIGNATED POPULATIONS FOR EQUITY ANALYSES

Throughout the review of plans and policies, agencies and organizations defined populations they determined to have disproportionate negative outcomes or greater need because of historical and continued discrimination. This

section of the chapter presents the demographic groups that have a need for equity that have been identified through government policies, advocacy organizations, equity analysis methods, and other sources.

DEFINING EQUITY-SEEKING POPULATIONS

Equity-seeking is a term that was developed in Canada to define "communities that experience significant collective barriers in participating in society."[1] Equity-seeking populations have historically experienced disproportionately adverse effects from government agencies and societal structures and continue to experience these burdens today. As a result of their identities, equity-seeking populations experience different forms of social or geographic exclusion and oppression such as racism, sexism, and ableism, so they often do not receive, or receive minimal, benefit from societal structures such as education or healthcare. Equity-seeking populations are more likely to have systemic barriers to experiencing these positive outcomes in health and wellbeing, education, environmental quality, and transportation.

It is also important to note that people who belong to multiple equity-seeking communities experience interdependent systems of disadvantage and compounded effects.[2] Using an intersectional lens, it is crucial to conceptualize people, communities, and outcomes as affected by various power structures, discriminations, and disadvantages that exist at the same time and influence each other.[3] Every person has a unique experience of discrimination and oppression; and many demographic groups experience multiple forms of oppression. For example, because of their intersecting identities, a person may experience both ableism and racism. Therefore, it is important to consider all parts of identity and experience that marginalize people, including race, gender, class, and ability. Despite the intersectional nature of experiences, policies and analyses define populations discreetly and rarely explore the nuanced impacts that result from compounding discrimination.

The plans and policies reviewed for this project along with tools used to evaluate equity outcomes in Washington and in other geographies reveal what groups are identified and considered as "equity-seeking populations." Several demographic factors are commonly used in identification: race, ethnicity, and income level.

DEMOGRAPHIC FACTORS FOR IDENTIFYING EQUITY-SEEKING POPULATIONS

Demographic analysis in the context of equity relies on publicly available demographic data as seen in all the tools reviewed. This suggests that demographic equity measures are typically restricted to data sourced from the US Census, the American Community Survey, and Integrated Public Use Microdata Series (IPUMS). The use of this data imposes several limitations on equity analyses. The current reliance on Census data limits equity analyses to the demographic factors and outcomes counted in the Census, excluding data that are considered too complex to count and assuming the inaccuracies of the Census (such as undercounting Latinx residents). This is

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[1] "Equity & Inclusion Glossary of Terms." *UBC Equity & Inclusion Office*, 3 Feb. 2021, https://equity.ubc.ca/resources/equity-inclusion-glossary-of-terms/.
"Equity Statement." *Edmonton Community Foundation*, 20 June 2022, https://www.ecfoundation.org/equity-statement/.

[2] "Equity Statement." *Edmonton Community Foundation*, 20 June 2022, https://www.ecfoundation.org/equity-statement/.
Walby, Sylvia, Jo Armstrong, and Sofia Strid. "Intersectionality: Multiple inequalities in social theory." Sociology 46.2 (2012): 224-240.

[3] Intersectionality "investigates how intersecting power relations influence social relations across diverse societies as well as individual experiences in everyday life. As an analytic tool, intersectionality views categories of race, class, gender, sexuality, nation, ability, ethnicity, and age – among others – as interrelated and mutually shaping each other." Collins, Patricia Hill, and Sirma Bilge. Intersectionality. John Wiley & Sons, 2020.

Donald, Simmons, and Greyerbiehl note that "intersectionality is a term coined by Kimberlé Crenshaw in 1989. A scholar of law, critical race theory, and Black feminist thought, Crenshaw used intersectionality to explain the experiences of Black women who – because of the intersections of race, gender, and class – are exposed to exponential forms of marginalization and oppression." Mitchell, Jr Donald, Charlana Y. Simmons, and Lindsay A. Greyerbiehl. Intersectionality & higher education. New York, NY: Peter Lang, 2014.

further discussed in the chapter *Transportation Equity Assessment Tools and Methods*. The factors commonly used to identify equity-seeking populations are listed in Table 1.

Table 1 Demographic Factors Commonly used to Identify Equity-Seeking Populations

Theme	Factor	Description
Race and Ethnicity	People of Color (POC)	People identifying as Asian American, Black, Latino or Hispanic, Native American, Native Hawaiian or Pacific Islander, and as two or more races[4]
	Ethnicity (Hispanic/Not Hispanic)	People of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race
English Proficiency	Limited English Proficiency	Households in which no one over the age of 13 speaks English "very well" or only speaks English
Disability Status	People with a Disability	People who self-report one or more of the following: hearing disability, vision disability, cognitive disability, ambulatory disability, self-care disability, or independent living disability
Age	Older adults/Seniors	People 65 years old and over
	Youth	People 17 years old and under
Income[5]	Low Income	People earning an income of less than 200 percent Federal Poverty Level
	Median household income	Median income for households within a specified geography
Housing	Home ownership	Rate of owner-occupied housing units within a specified geography
	Rent burden	Renters that spent at least 30 percent of their household income on housing costs
Employment Status	Unemployment	Percentage of people who self-report they do not have a job at all during the reporting period, made at least one specific active effort to find a job during the prior 4 weeks, and were available for work (unless temporarily ill)
Veteran Status	Veteran Status	People who served in the active military, naval, or air service
Education	High school	People without a high school diploma or its equivalent. People who reported completing the 12th grade but not receiving a diploma are not included.
	College degree	People without a college degree
Mobility	Zero-vehicle households	Households without an automobile
Citizenship	Immigration	Foreign-born people

[4] Racial identify is generally used as a factor in equity analyses, however, categorizing all racial groups that are not white into one group as People of Color "masks critical within-group differences and disparities, limiting the health and social services fields' abilities to target their resources where most needed." As a result, there is a rationale for disaggregation of racial demographic factors and analyzing outcomes separately by each racial group to examine the varying outcomes experienced by different racial groups allowing more specific recommendations and policy decisions based on these findings. Kauh, T.J., Read, J.G. & Scheitler, A.J. The Critical Role of Racial/Ethnic Data Disaggregation for Health Equity. Popul Res Policy Rev 40, 1–7 (2021). https://doi.org/10.1007/s11113-020-09631-6

[5] Like many of the themes, income can be quantified in a number of ways. We discuss the limitations of using a variety of income factors in the Task 2 memo on Tools and Methods.

This study identifies demographic factors that can be used to categorize equity-seeking populations, specifically for geospatial analysis. Table 1 summarizes these factors and publicly available Census variables that can be used to quantify these characteristics of the population. **There are, however, population groups not captured in Census data that expand beyond the typical demographic factors that are used to define equity-seeking populations.** Although these factors are collected at a national level, city-level data and qualitative analyses are needed to understand geospatial patterns for these populations and the impacts they experience from the transportation system.

Equity-seeking Groups not Captured in Census Data

Demographic Factors pertain to characteristics and identities of communities that experience reduced equity outcomes. As noted in the previous section, an intersectional lens is necessary to understanding people's lived experiences because people belong to multiple demographic groups, and as a result may experience multiple forms of discrimination and therefore face compounding negative societal outcomes as a result.

- *Transgender People* and groups experience harmful outcomes of oppression including limited spaces where people can experience safety free from discrimination, harassment, surveillance, policing, and denial of services on public transportation.[6] Intersectionality shows us how some demographic groups in particular, such as Black trans women, experience harmful outcomes and have higher rates of homelessness and unemployment because of multiple equity-seeking identities. [7]
- *Sexual Orientation* can have similar impacts to those experienced by transgender people. People of non-normative sexual orientations, such as queer and gender-expansive people who present differently experience limited mobility options, discrimination, harassment, surveillance, and policing and this data is rarely collected.
- *Formerly and/or Currently Incarcerated and Institutionalized People* experience unique and compounded barriers to accessing safety and receiving equitable system outcomes. Data on this population is difficult to procure and access and is usually anonymized when publicly available leading to difficulties in cross-referencing with other demographic factors.
- *Families of Incarcerated and Institutionalized People* should also be considered because they are impacted by the societal and systemic barriers experienced by their family members.
- *People living with Cognitive Disabilities, including those who are Neurodivergent[8],* encompass a wide range of experiences and this data is often not collected or publicly available in a format that is easy to use. These conditions and lived experiences affect mobility and available public transportation options, along with other quality of life outcomes related to mobility and access.
- *People Experiencing Homelessness* have limited access to the basic necessities to live and needed services including housing, public health, access to mobility, community connection, and much more.

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[6] The Report of the National Center for Transgender Equality. https://transequality.org/sites/default/files/docs/usts/USTS-Full-Report-Dec17.pdf.

[7] Grant, Jaime M., Mottet, Lisa, Tanis, Justin Edward, Harrison, Jack, Herman, Jody, and Keisling, Mara. National Transgender Discrimination Survey, [United States], 2008-2009. Inter-university Consortium for Political and Social Research [distributor], 2020-11-19. https://doi.org/10.3886/ICPSR37888.v1

[8] Harvard Medical School described neurodiversity as "the idea that people experience and interact with the world around them in many different ways; there is no one 'right' way of thinking, learning, and behaving, and differences are not viewed as deficits." The term neurodivergent developed from this concept and is often used in the context of neurological or developmental conditions such as autism spectrum disorder or attention deficit/hyperactivity disorder.

Locational Factors pertain to the characteristics of the areas where people are located that have an impact on equity outcomes.

- o *Outward Migration, or "Brain Drain"* is when people with advanced educational degrees move from areas of low economic opportunity to destinations with more opportunity, such as larger cities. This can be an indication of a lack of opportunities available in the host location.
- o *Urban and Rural Classifications* reveal differences in land use can affect the social services and economic opportunities afforded to residents.
- o *Gentrification* manifests in increased property values and demographic change. It leads to displacement, especially of populations with lower incomes and People of Color. People who are displaced experience a number of negative outcomes related to being pushed out of their homes and/or neighborhoods. They can face mobility challenges including increased commute times, reduced access to services and destinations including health, education, culture, and green space. Displacement can also sever their community connections. There are several factors that have been used to indicate vulnerability to gentrification and displacement such as housing tenure and property vacancies.
- o *Native and Tribal Lands* are geographies that function based on the legal status of Tribes. The health outcomes of those who live on these lands are significantly influenced by settler colonialism.[9] The presence of treaty-reserved rights and cultural interests throughout the state create a unique relationship between Tribes and government agencies whose work intersects with equity outcomes. Taking the example of health outcomes, residents of Native and Tribal Lands often lack access to the same health, nutrition, and activity options that other state residents can access, and Native and Tribal Lands are often medically underserved because of underfunding of the Indian Health Service and reduced numbers of medical personnel.[10]

Some factors found in Census data have gaps in how they are measured and require thoughtful interpretation to account for nuances. These measures include:

- o *Disability* status is a discrete measure that only considers certain types of access needs. It would be beneficial to expand this definition and consider "people with access needs." This would be a wider definition for people who may need assistance navigating spaces and operations, taking into account temporary disability, changing access needs, or barriers in terms of age and language.
- o *Gender* is a factor that rarely varies in geographic distribution. Gender-based disparities result from inherent sexism that often affects travel behaviors and mobility options. Women are more likely to link multiple trips (trip chaining), experience street harassment, spend a higher percent of their income on travel, take more non-work trips, and use transit. [11] These trends are not historically used in travel analysis as they are not geographically bound. In addition, gender is often considered on a binary and does not consider non-binary people or gender expansive people that do not ascribe to "male" or "female" gender categories.
- o *Race* factors do not differentiate ethnic groups, such as with Middle Eastern people, and therefore do not capture the unique experiences within racial groups. Additionally, "People of Color" are often grouped together, further obscuring the distinct experiences and mobility

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[9] Burns, Joseph, et al. "Land rights and health outcomes in American Indian/Alaska Native children." *Pediatrics* 148.5 (2021).
[10] See more at American Bar Association https://www.americanbar.org/groups/crsj/publications/human_rights_magazine_home/the-state-of-healthcare-in-the-united-states/native-american-crisis-in-health-equity/
[11] McGuckin N, Zmud J, Nakamoto Y. Trip-Chaining Trends in the United States: Understanding Travel Behavior for Policy Making. *Transportation Research Record.* 2005;1917(1):199-204. doi:10.1177/0361198105191700122.
Kaufman, Sarah M., Christopher F. Polack, and Gloria A. Campbell. "The pink tax on transportation: Women's challenges in mobility." (2018).

challenges distinct racial and ethnic identities face. For racial (and ethnic) groups that have smaller populations, it is challenging to find or collect representative data and draw conclusions on small data samples. This is a concern for American Indian/native American populations on and off Tribal Lands.

o ***Intersectionality*** is important to examine how the identities characterized by the demographic factors discussed are not isolated and multiple identities can exist within an individual. Census data does not provide an opportunity to analyze overlapping identities, therefore, analyses solely based on Census data neglect to consider an understanding of the unique challenges individuals experience as they navigate outcomes related to the multiple identities they hold.

Understanding equity-seeking populations and the outcomes they experience requires data. To develop resources and tools to advance equity, data is critical. Still, a lack of data (both quantitative and qualitative) should not be viewed as a deterrent to conducting equity work; rather it is an opportunity to improve strategies toward data collection, or to rethink the data used in the evaluation process and maybe the process itself.

DESIGNATED EQUITY-SEEKING POPULATIONS

A limited set of demographic factors was selected to establish baseline information at the state level. Five equity-seeking population groups were mapped to exemplify the data that can be used and how it can be used. The maps are included at the end of this chapter. They are a resource to understand demographic patterns across the State and to provide any city in Washington a starting point for developing a geographic understanding of key equity seeking populations. Geospatial demographic data can be displayed and examined in several ways; the aim of the analysis will point to the most appropriate approach. For equity analyses, the focus is a subset of the total population so it is helpful to normalize the data; however, what we use to normalize can lead to different conclusions.

As an example, we mapped the Limited English Proficiency (LEP) population in three ways (Figure 6). When the data is not normalized (i.e., we look at the raw number of the population) the top map shows areas where there is the highest magnitude of people with limited English proficiency; however, some of these areas are expansive, sparsely populated areas. If the intention is to develop a bilingual outreach plan, a map showing the percentage of the LEP population for each tract may be more effective (middle map). Finally, if one of the outreach campaigns includes canvasing, it may make sense to normalize the data by the area of the tract (bottom map). Each of these maps displays the same data differently and tells a slightly different story. The density map reflects the general population trends of the state, while the percentage map reveals pockets of individuals with limited English proficiency in rural parts of the state.
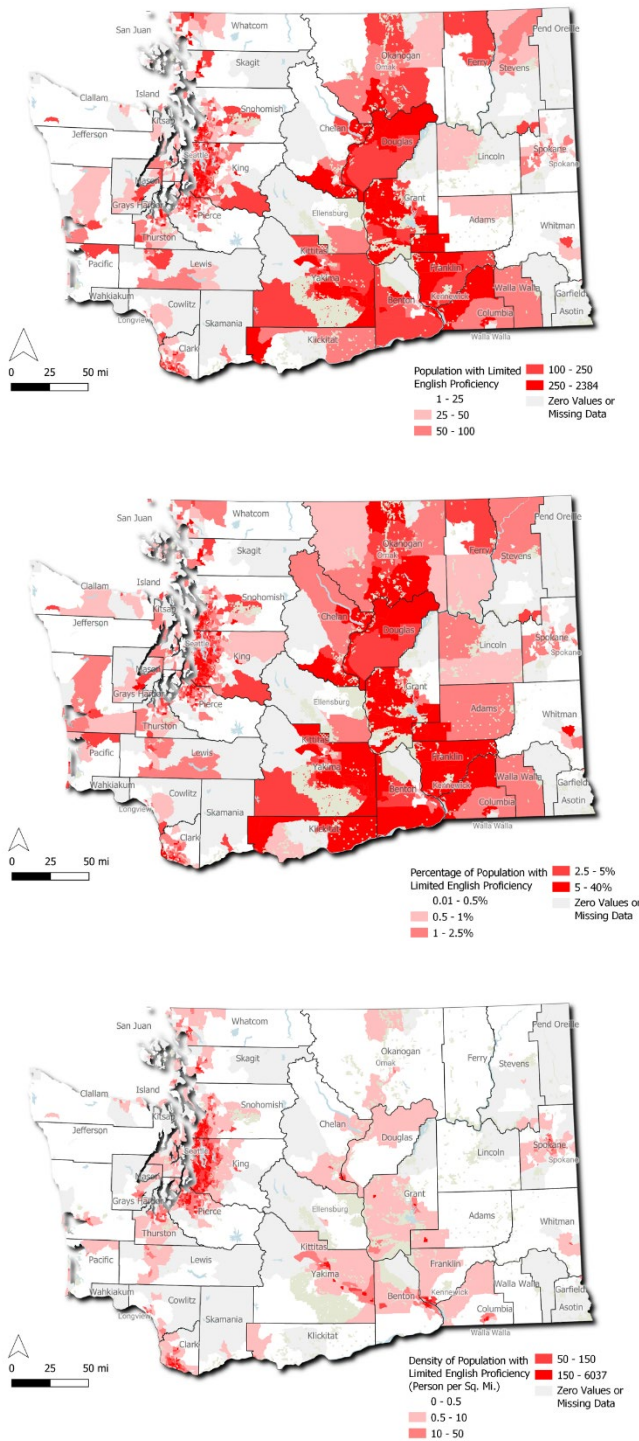
Figure 6 Maps displaying the geographic distribution of people with limited English proficiency in three ways: the number of individuals (top), the percentage of individuals, and the density of individuals

The designated populations chosen for analysis were frequently used to define equity-seeking populations in many of the tools used to analyze equity. These tools will be discussed in detail in the chapter *Transportation Equity Assessment Tools and Methods* and the *Catalog of Tools and Methods for Assessing Equity*. The demographic factors are used by equity analyses because they are often correlated with negative equity outcomes as discussed in the previous section. The data for these demographic factors are also publicly accessible and available for the entire United States through the US Census, encouraging their use. The project team mapped the following five variables to reveal the following trends in the data to reveal the geographic distribution of equity-seeking populations in Washington State.

Disability: There is a pattern where the areas with lower populations have higher percentages of people with a disability, particularly in central Washington, in the far West of Washington and Olympic Peninsula, and on the Southeastern border of the state.

Race: Racial makeup is the most diverse in the major urban areas across the state. In particular, Black and Asian populations are almost exclusively located in the major cities in the Puget Sound area, Vancouver, Yakima, Spokane, the Tri-cities, and Pullman. White populations are more distributed across the state, with both high concentrations in the major urban areas as well as in the suburbs surrounding major cities and in rural areas across the state. Racial diversity in urban areas is a result of attractiveness of cities' job opportunities, economic benefits, and ethnic enclaves as well as hostility and segregation in suburban and rural areas. Both urban and suburban counties are becoming more racially and ethnically diverse at a much faster pace than rural areas[12], suggesting the trend of increasing diversity in metropolitan areas is likely to continue. Displaying the data as a dot map

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[12] Pew Research Center analysis of 2012 – 2016 American Community Survey data, accessed at https://www.pewresearch.org/social-trends/2018/05/22/demographic-and-economic-trends-in-urban-suburban-and-rural-communities/.

allows multiple demographic characteristics to be shown distinctly on one map and reflects the population density across the state.

Low English Proficiency (LEP): There is a significant proportion of Low English Proficiency (LEP) populations in the major cities in the state, including cities in the Puget Sound region, the Tri-cities, as well as in Vancouver, Yakima, and Spokane and the surrounding suburbs. There is a large agricultural belt east of Yakima spanning across the state from Benton in the south to Okanogan in the North. This area has a high Spanish-speaking immigrant population, and a large proportion of agricultural workers with limited English proficiency, which explains the corresponding "belt" of LEP populations in this geography. Areas near the Cascade Crest, spanning north-south across the state, have low and largely homogenously white populations and therefore low LEP populations.
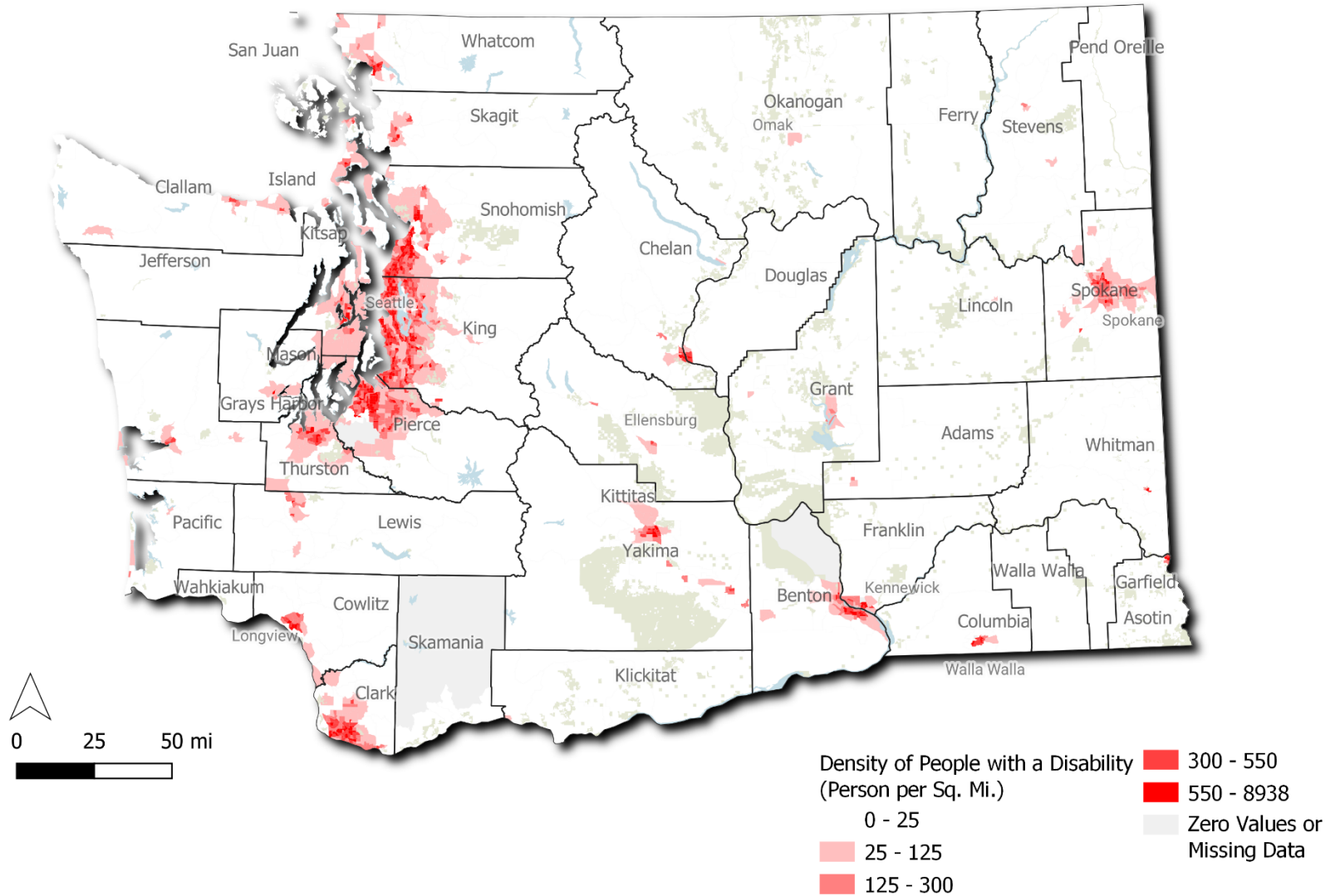
Median Household Income (MHHI): Median household income is the highest in the Puget Sound region (Skagit, Snohomish, King, Pierce, and Thurston Counties), as well as in Clark County, and Benton County. The lowest-income counties are in the Northeast, Southeast, and Southwest regions in the county, in Okanogan, Ferry, Stevens, Adams, Whitman, Asotin, and Pacific counties. This may suggest that the areas surrounding the largest cities have the highest income levels, and poverty is concentrated in central Washington and in counties with more rural populations. This can be explained in part because of higher and more diverse economic activity in densely populated areas in comparison to rural areas that often rely on a single industry. There are some inherent limitations of working with median household income data, for instance, it does not account for the differences in cost of living across the state and does not reflect the range of incomes across the population. Therefore, the information drawn from this map can provide a basic geographic understanding of income distribution across the state. Additional data and analyses are necessary to understand low-income populations and the outcomes they may experience. The MHHI map aggregates the data to the county level, however, there are variations within the county and finer grain scales will provide more useful information for local jurisdictions.

Older Adults (65+): Older Adults (65 years and over) are more evenly distributed across Washington state relative to the other demographic factors listed above. There is a slight trend of higher senior populations in more urban areas, which can be explained in part by the higher levels of access to essential services and facilities in urban areas.

Maps for these five populations are included below.
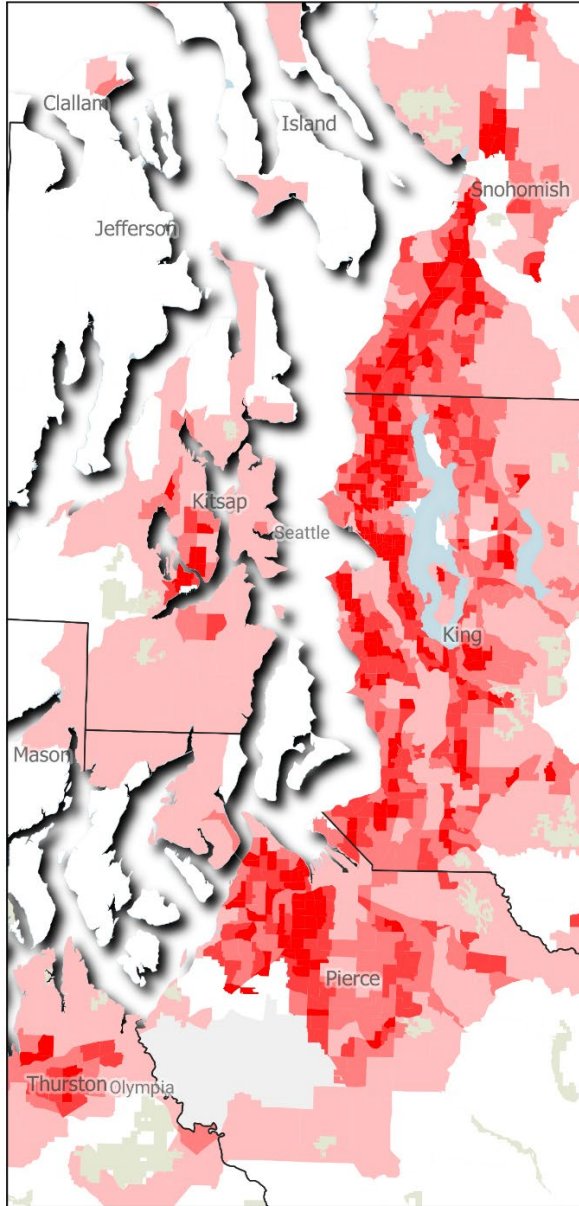
PEOPLE WITH DISABILITIES IN WASHINGTON STATE

San Juan
Whatcom
Clallam
Island
Skagit
Okanogan
Omak
Pend Oreille
Ferry
Stevens
Jefferson
Kitsap
Snohomish
Seattle
King
Chelan
Douglas
Spokane
Spokane
Mason
Grays Harbor
Pierce
Ellensburg
Lincoln
Thurston
Kittitas
Grant
Adams
Whitman
Pacific
Lewis
Yakima
Franklin
Walla Walla
Garfield
Wahkiakum
Cowlitz
Kennewick
Asotin
Longview
Skamania
Benton
Columbia
Clark
Klickitat
Walla Walla

0   25   50 mi

Density of People with a Disability
(Person per Sq. Mi.)

0 - 25

25 - 125

125 - 300

300 - 550

550 - 8938

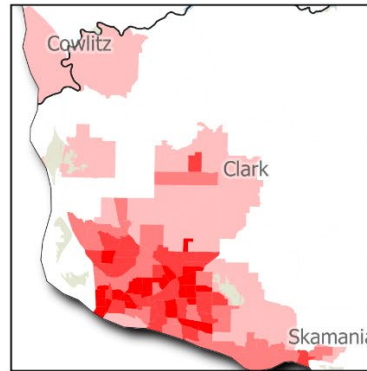Zero Values or
Missing Data

Puget Sound

Skokane

Vancouver

Density of People with a Disability
(Person Per Sq. Mi.)

0 - 25
25 - 125
125 - 300
300 - 550
550 - 8938
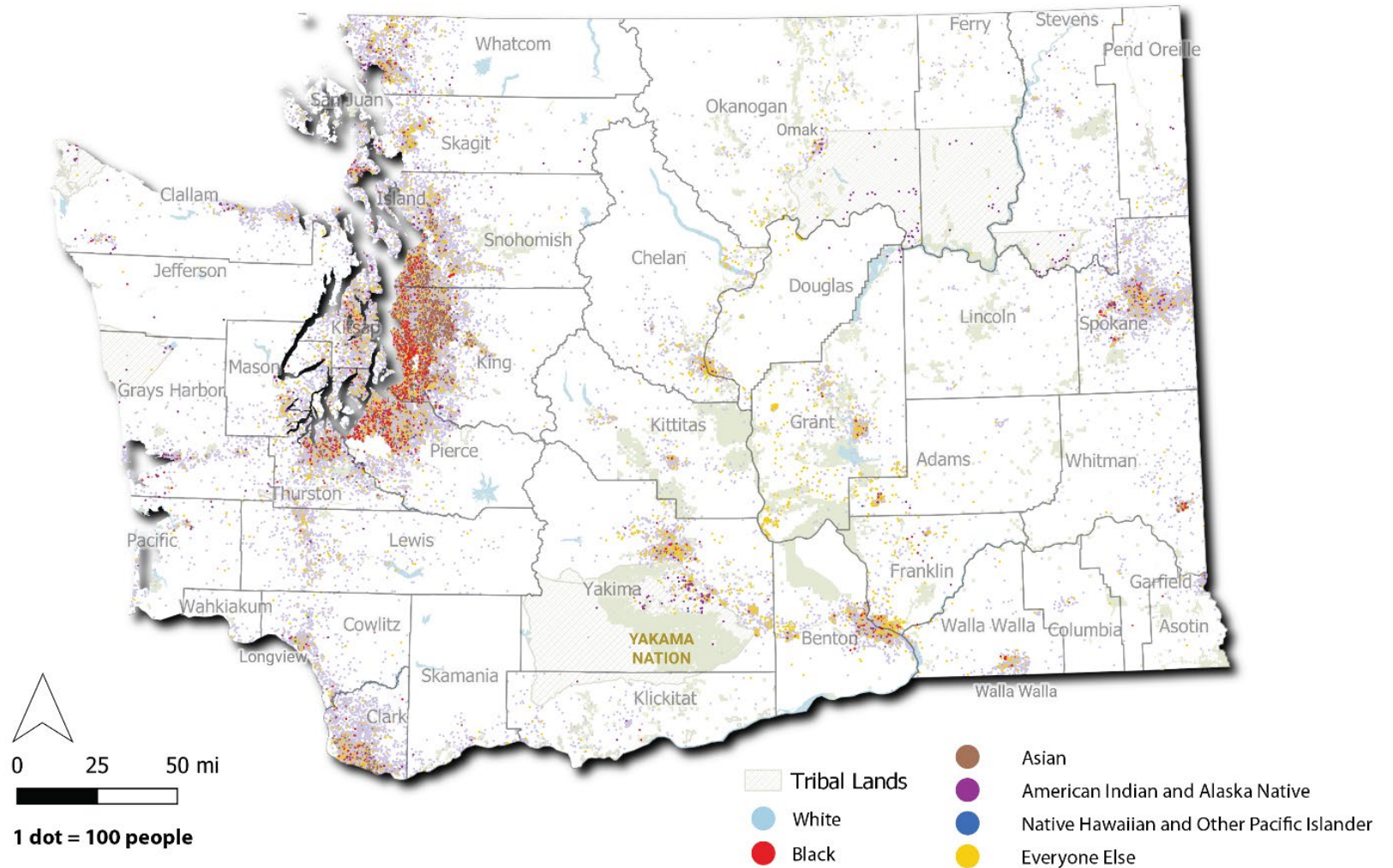Zero Values or Missing Data

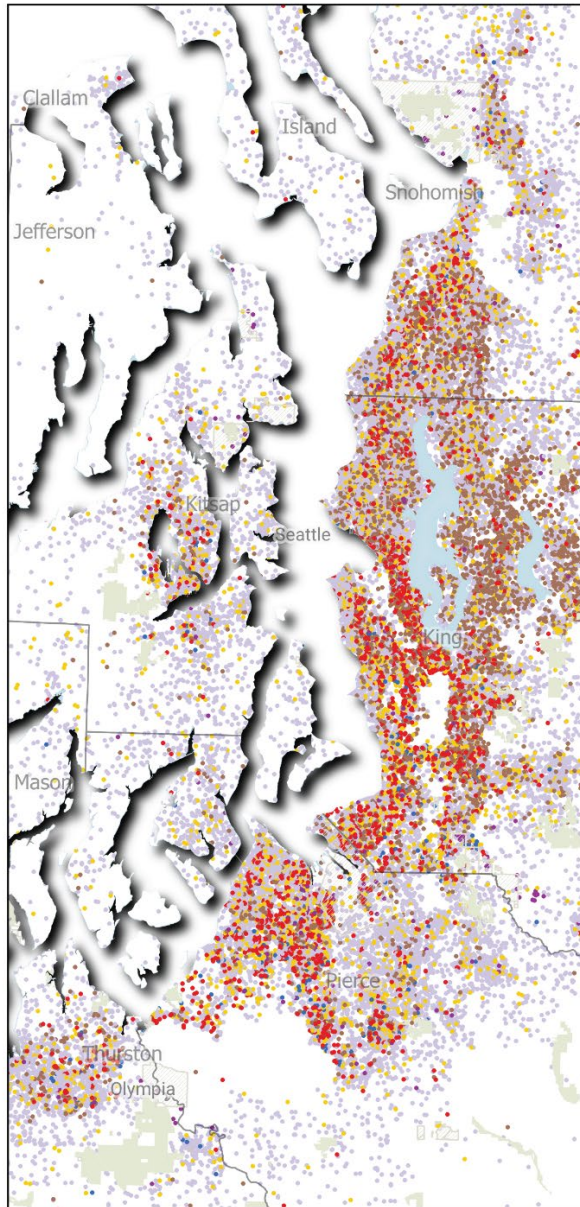0   10   20 mi

RACE AND ETHNICITY IN WASHINGTON STATE
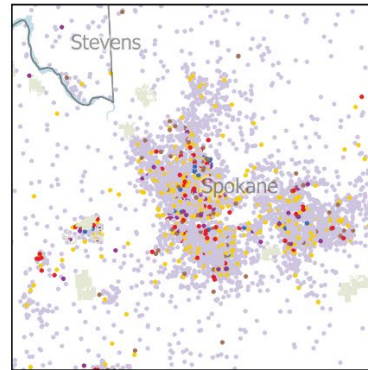
Puget Sound

Skokane

Vancouver

Tribal Lands

White

Black

American Indian and
Alaska Native

Native Hawaiian and Other
Pacific Islander

Asian

Everyone Else

1 dot = 100 people

0   10   20 mi
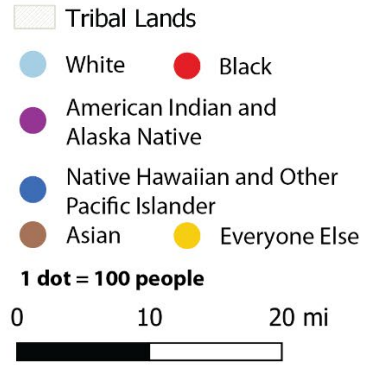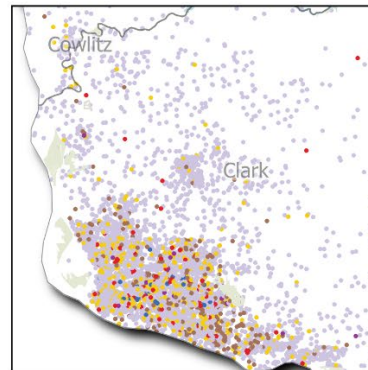
PEOPLE WITH LIMITED ENGLISH PROFICIENCY IN WASHINGTON STATE

Density of Population with Limited English Proficiency (Person per Sq. Mi.)

- 0 - 0.5
- 0.5 - 10
- 10 - 50
- 50 - 150
- 150 - 6037
- Zero Values or Missing Data

Puget Sound

Skokane
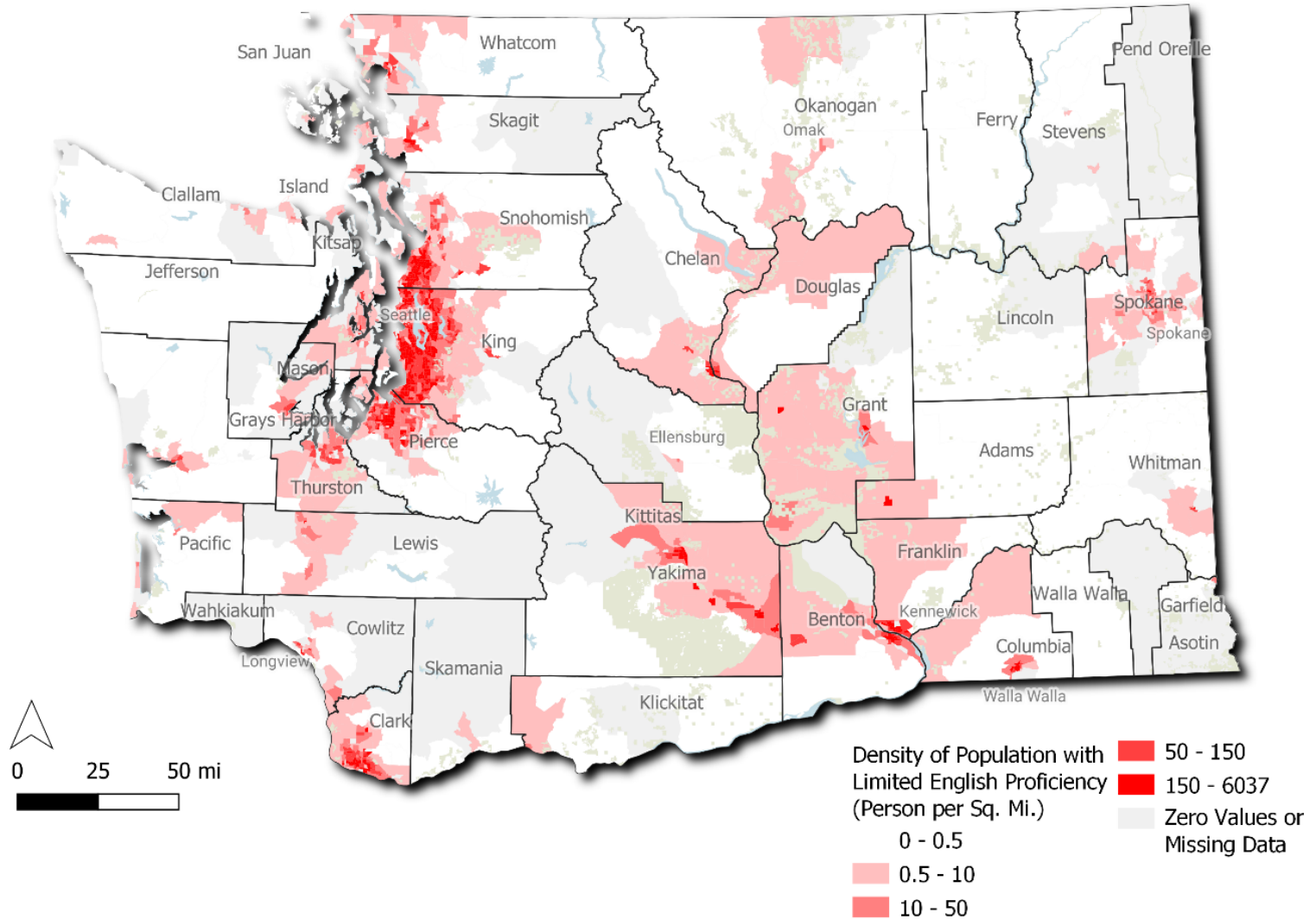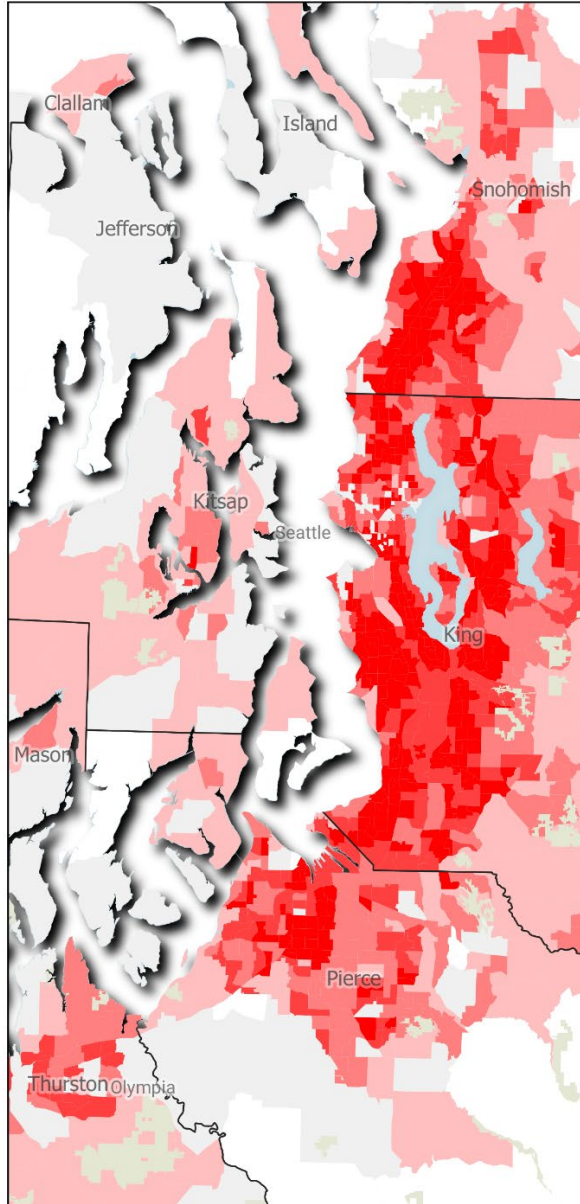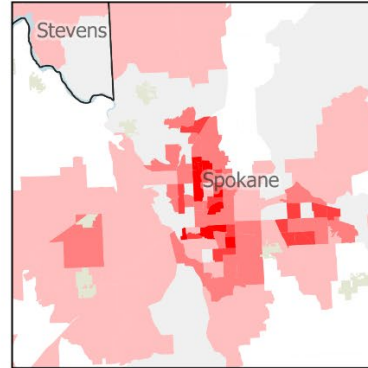
Vancouver

Density of Population with
Limited English Proficiency
(Person per Sq. Mi.)

0 - 0.5

0.5 - 10

10 - 50

50 - 150

150 - 6037

Zero Values or Missing Data

0   10   20 mi
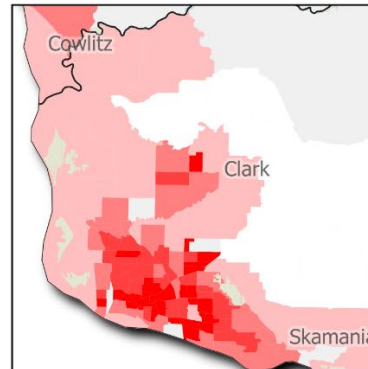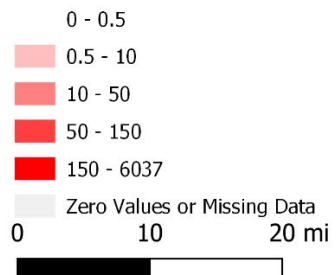
HOUSEHOLD INCOME IN WASHINGTON STATE

County Median Household Income

- $41,700 - 54,500
- $54,500 - 57,900
- $57,900 - 61,200
- $61,200 - 70,900
- $70,900 - 99,200
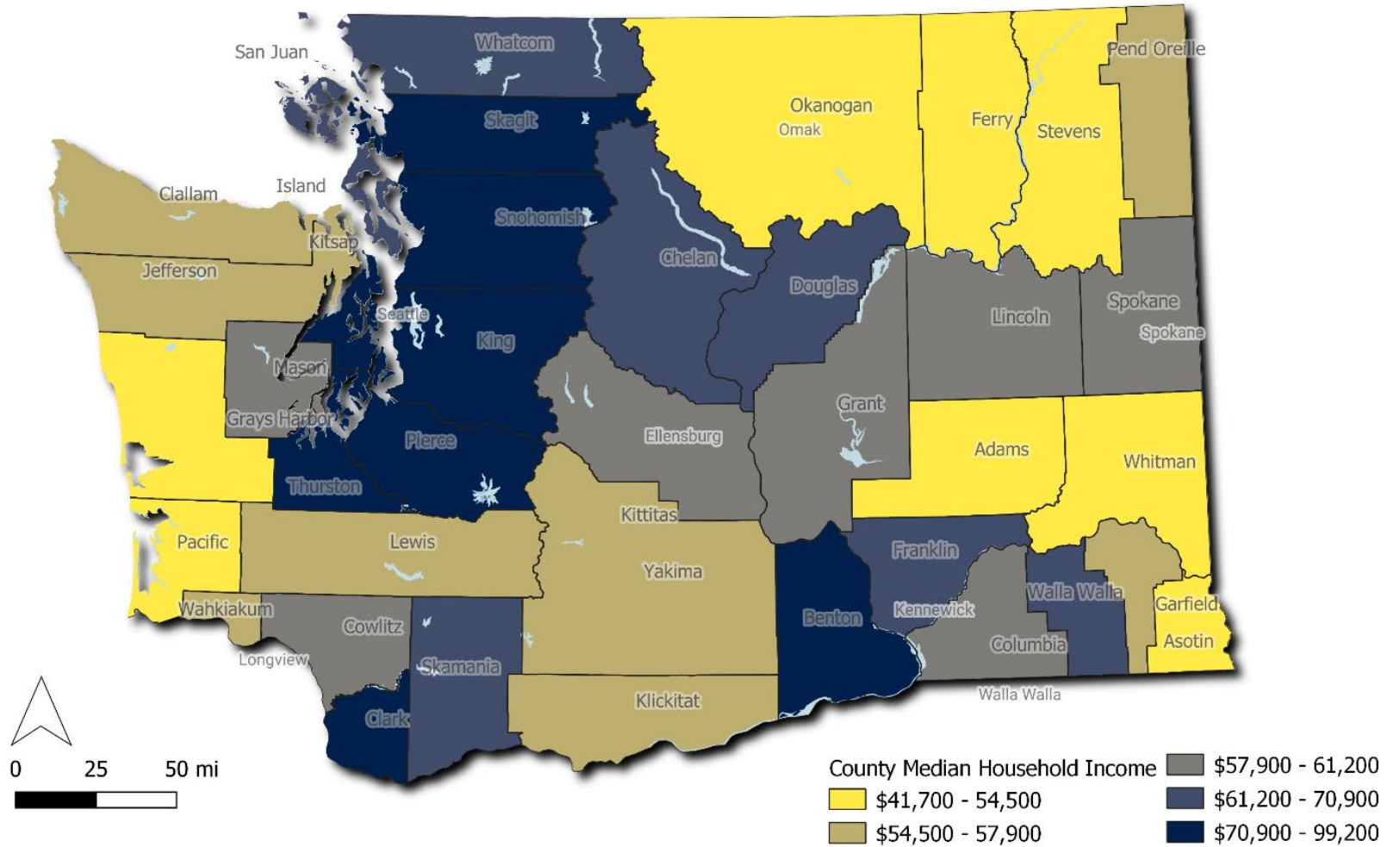
OLDER ADULTS IN WASHINGTON STATE

Population Density of Adults 65 and Over (Persons per Sq. Mi.)

- 0 - 50
- 50 - 200
- 200 - 450
- 450 - 750
- 750 - 12440
- Zero Values or Missing Data
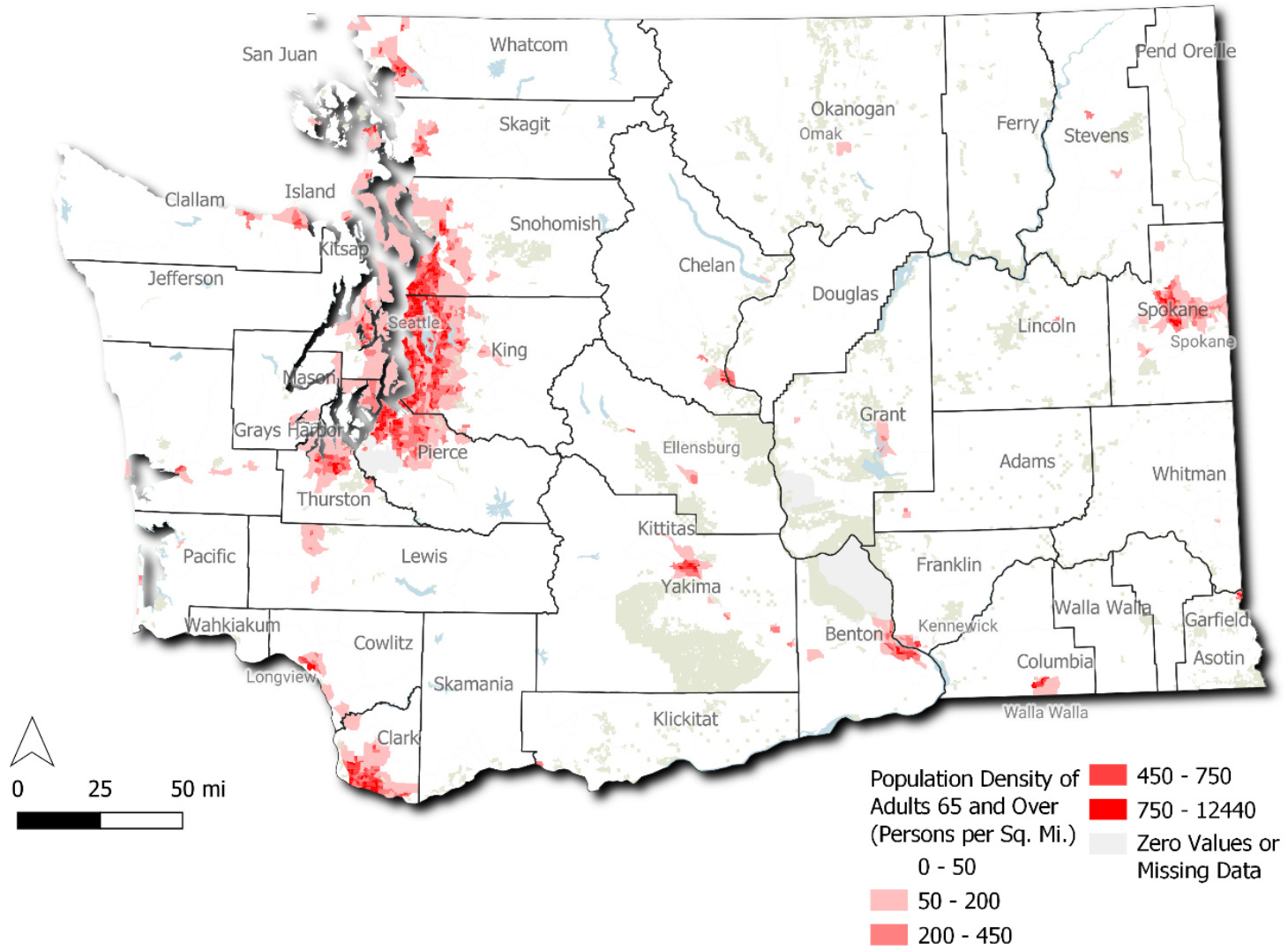
Puget Sound
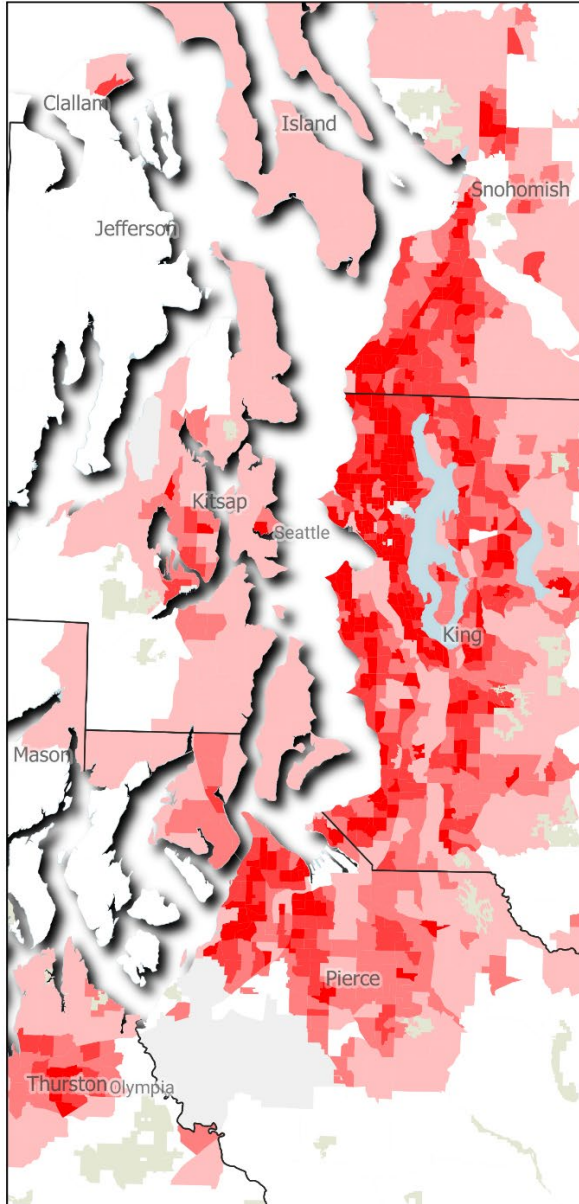
Skokane
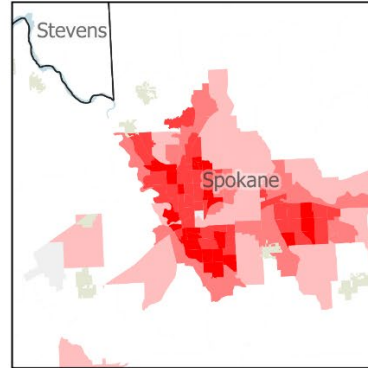
Vancouver

Population Density of Adults 65 and Over
(Person per Sq. Mi.)

0 - 50

50 - 200

200 - 450

450 - 750

750 - 12440

Zero Values or Missing Data

0   10   20 mi

RACISM IN EXISTING POLICIES AND PRACTICES

RACISM IN EXISTING POLICIES AND PRACTICES

This chapter presents a literature review on past policy and investment decisions and their use, intentional and unintentional, to propagate racist outcomes. It discusses how these effects are still experienced today, nationally and in Washington State.

INTRODUCTION

Transportation policies and practices across the United States have long failed to serve Black, Indigenous, and other communities of color and Washington State is no exception. Structural racism is embedded throughout the transportation system, from decisions about the alignments of urban highways to priorities for transit investments. In the words of Congressman John Lewis:

> *The legacy of Jim Crow transportation is still with us. Even today, some of our transportation policies and practices destroy stable neighborhoods, isolate and segregate our citizens in deteriorating neighborhoods, and fail to provide access to jobs and economic growth centers.*[13]

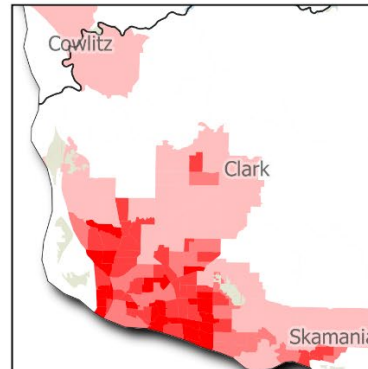Investments in safe, accessible, and reliable transportation infrastructure are disproportionately allocated in white neighborhoods, to the detriment of communities of Black, Indigenous, and People of Color (BIPOC) that have experienced disinvestment and underinvestment. US transportation investments since the mid-twentieth century have prioritized highways and suburban commuter transit, chronically underfunding public transportation systems that serve many BIPOC communities and creating unsafe roadways in these communities, with higher speeds and an absence of safe, connected facilities for walking and bicycling.[14] The impact of this disinvestment is visible in racial disparities across areas such as access to employment,[15] traffic death and injury rates,[16] and exposure to other public health risks.[17] This chapter summarizes the ways our past decisions and transportation investments continue to reproduce racial inequity through current policies and practices. It will broadly cover the following issues:

- Funding, Subsidies, & Vehicle Access
- Highways & Roads
- Public Transportation
- Active Transportation
- Policing & Enforcement
- Zoning, Land Use, & Housing

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[13] Lewis, John. (2004). Foreword to *Highway Robbery: Transportation Racism & New Routes to Equity* by Robert Bullard, G. Johnson, & A. Torres. South End Press.
[14] Archer, Deborah. (2021). Transportation Policy and the Underdevelopment of Black Communities. 106 *Iowa Law Review* 2125, NYU School of Law, Public Law Research Paper No. 21-12.
[15] Golub, A., Martens, K. (2014). Using principles of justice to assess the modal equity of regional transportation plans. *Journal of Transport Geography*, 41, 10-20.
[16] Governors Highway Safety Association. (2021). An Analysis of Traffic Fatalities by Race and Ethnicity.
[17] Rosenbaum, A., Hartley, S., Holder, C. (2011). Analysis of diesel particulate matter health risk disparities in selected US harbor areas. American Journal of Public Health, Suppl, 101, S217-223*.*

FUNDING, SUBSIDIES, & VEHICLE ACCESS

The dedication of transportation funding and subsidies, including gas tax revenue, to road and highway projects has supported a transportation planning approach focused on reducing motor vehicle delay and has perpetuated the primacy of private vehicles in Washington's transportation network. Due to racial disparities in vehicle access, this trend exacerbates inequitable mobility outcomes. In Washington, 6 percent of white households do not have access to a vehicle, compared to 10 percent of Asian or Pacific Islander households, 11 percent of Native American households, and 15 percent of Black households.[18] In places without suitable alternatives to private vehicle travel, non-drivers lack independent mobility, depriving them of opportunities. For households that do own a private vehicle, automobile dependence can be a heavy financial burden. A single vehicle repair can be disastrous to a family's financial stability or quickly leave them without transportation options.[19]

Clearly it is not feasible to provide all transportation options to all Washington residents. However, in the absence of programs to provide more equitable access to reliable vehicles, the singular focus on automobile-oriented transportation investments in many suburban and rural parts of the country, including in Washington, is a significant contributor to transportation inequity.

> *Approximately $700 is spent on roads and $1,000-3,000 on parking subsidies annually per capita, compared with $100-200 for transit subsidies and $20-50 for pedestrian and cycling facilities. This is unfair to non-drivers and since driving tends to increase with income, it is regressive, resulting in lower-income households subsidizing the costs of their wealthier neighbors.* [20]

Contemporary planning frameworks that evaluate system performance based on vehicle travel speeds and vehicular level-of-service reinforce the focus on automobile-oriented transportation in investments. These frameworks justify road expansions to reduce congestion delays but often fail to take a systems-based approach to account for multimodal outcomes and neglect impacts to walking and bicycling conditions. Since nearly all public transportation trips begin and end with a walking or bicycling trip, these investments also reduce access to transit. When cities and towns work to implement more multimodal planning frameworks to meet the needs of non-drivers, current funding structures challenge smaller jurisdictions in Washington due to a lack of staff capacity to seek grant funding, manage large projects, or make improvements using in-house implementation crews. This limits their ability to provide multimodal service comparable to their larger neighbors and further exacerbates the mobility challenges of low-income people who are priced out of larger cities and forced to live in more rural and suburban areas. These planning frameworks and their relationship to the provision of affordable housing will be discussed in the later sections, but the following section focuses specifically on the highways and roads themselves.

> Not all transportation funding structures in Washington have fueled racial and socioeconomic disparities. One positive example of equitable transportation funding in Washington has been the use of Motor Vehicle Excise Taxes (MVET) calculated based on vehicle value. This tax represents a progressive funding source for preservation and maintenance needs as well as the expansion of public transportation.

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[18] National Equity Atlas. Car Access in Washington.
[19] Klein, Nicholas. (2020). Subsidizing Car Ownership for Low-Income Individuals and Households. *Journal of Planning Education and Research*. DOI: 10.1177/0739456X20950428
[20] Litman, T. (April 22, 2021). Evaluating Transportation Diversity. Victoria Transport Policy Institute; Victoria Transport Policy Institute.

HIGHWAYS & ROADS

Investment in highways and roads is often seen as politically benign and "race neutral," or yielding equal benefits across the racial and socioeconomic spectrum. In reality, investments in motor vehicle infrastructure have resulted in the physical destruction of BIPOC communities, a decline in mobility for those without access to a vehicle, and racially disparate impacts in terms of pollution and traffic violence, or traffic-related injuries and deaths, which take a massive toll on human health.

HIGHWAY CONSTRUCTION, WHITE FLIGHT, AND THE DESTRUCTION OF BIPOC COMMUNITIES

The history of roadways and racial exclusion in the Pacific Northwest goes back to the Oregon Trail, which was created to facilitate the displacement of Indigenous peoples by white settlers. The Oregon Territory, which included the land that became Washington State, explicitly aimed to create an all-white space by passing exclusionary and punitive laws targeting non-whites. The development of the interstate highway system was similarly influenced by racist policies. In many cities, highway development was used to bulldoze "blighted" communities, which were designated by inherently racist methodologies and included many vibrant and successful BIPOC communities.[21] Additionally, highways and other transportation infrastructure were used to create physical barriers between white and BIPOC neighborhoods.

In Washington, segments of I-90 built in the 1950s and 60s displaced hundreds of residents, including a flourishing Black community in the East Central neighborhood of Spokane, and divided neighborhoods in ways that are still visible today.[22] Another example is State Route 99, a 1959 highway that cut Seattle's South Park neighborhood in half.

The harm inflicted by highways and arterials constructed through BIPOC communities continues today in air, water, and noise pollution that come with high traffic volumes.[23] People of Color and people with lower-incomes are more likely to live within a mile of major roads and highways, putting them at a higher risk of asthma, lung disease, heart disease, and reproductive health issues.[24,25] These roadways also contribute to higher numbers of traffic injuries and fatalities, discussed in the following section.

TRAFFIC VIOLENCE

Nationwide, crash analyses have found that American Indian and Alaska Native (AIAN), Black, and Latinx Americans face higher rates of traffic injuries and fatalities.[26,27] These disparities are particularly pronounced for pedestrians[28,29] and children.[30] Across the U.S., the number of people killed while walking reached a new high in 2020, with more than 6,500 pedestrians struck and killed, a 4.5 percent increase over 2019. Early estimates

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[21] Dickerson, A. Mechele. (2020). Systemic Racism and Housing, 70 *Emory Law Journal* 1535.

[22] Vestal, Shawn. (May 3, 2021). In East Central, leaders hope new infrastructure might stitch together what past infrastructure destroyed. *The Spokesman Review*.

[23] Barber, A., B. Berkson, N Furness, and S. Thorsteinson. (2021). WSDOT Equity Study. Western Washington University Center for Economic and Business Research.

[24] Boehmer, Tegan, et al. (2010). Residential Proximity to Major Highways – United States. *MMWR Morbidity and Mortality Weekly Report*, 62(3).

[25] Melton, Courtnee. (2017). How Transportation Impacts Public Health. The Sycamore Institute.

[26] Governors Highway Safety Association. (2021). An Analysis of Traffic Fatalities by Race and Ethnicity.

[27] Nauman, Rebecca B. and Laurie F. (2013). Motor Vehicle Traffic-Related Pedestrian Deaths — United States, 2001–2010. *MMWR Morbidity and Mortality Weekly Report*, 62(15):277-282.

[28] Lucas, K. (2012). Transport and social exclusion: Where are we now? *Transport Policy*, 20, 105–113.

[29] Roll, Josh. (January 19, 2021). Analysis of Pedestrian Injury, Built Environment, Travel Activity, and Social Equity: Pedestrian and Social Equity in Oregon.

[30] Bernard, Stephanie, L. Paulozzi, & L.J.D. Wallace. (2007). Fatal Injuries Among Children by Race and Ethnicity — United States, 1999–2002. *MMWR Morbidity and Mortality Weekly Report*, 56(SS-5).

suggest that 2021 will be 11-13 percent higher than 2020, the highest number in 40 years, with 7,485 people killed while walking. People of color, particularly Native and Black Americans, are substantially more likely to die while walking than any other race or ethnic group.[31]

Disparities in traffic violence are closely tied to the road infrastructure present in low-income and BIPOC neighborhoods. Three-quarters of the United States' sixty most dangerous roads for pedestrians are in low-income neighborhoods, and more than half are in predominantly Black or Latinx neighborhoods. The majority of these roads match a particular profile of arterials that were constructed through BIPOC neighborhoods, with five or more travel lanes, speed limits of 30 mph or higher, and a lack of facilities for people walking or riding bikes.[32]

Vehicle crashes are a leading cause of death and injury in Washington State, resulting in an average of 550 fatalities per year, a 7 percent increase compared to 2012-2014.[33] In Washington, the burden of traffic violence in falls disproportionately on American Indian and Alaska Natives (AIANs). AIANs die in traffic collisions at a rate that is three times higher than any other race or ethnicity and they are five times more likely to die in pedestrian crashes.[34]

PUBLIC TRANSPORTATION

In spite of COVID-19-related disruptions to travel patterns, public transportation remains a critical piece of Washington's transportation network. Public transportation that is fast, convenient, and easy to use, is associated with increased access to healthcare services and healthy food.[35] Conversely, when people depend on public transportation that is inadequate or irregular, inconvenient, or requires multiple transfers, they are more likely to forego accessing necessary destinations, including health services.[36]

SEPARATE SYSTEMS

The shift in focus toward developing automobile infrastructure, most notably the interstate highway system, came at the expense of funding for public transportation.[37] Today, federal spending on surface transportation is generally split with 80 percent devoted to highways and roads and 20 percent to public transportation.[38] Within that 20 percent, funding priorities for transit agencies have often prioritized investments aimed at increasing use by suburban commuters, who are typically wealthier and whiter than transit riders as a whole.[39] These riders are sometimes referred to as "choice" riders as opposed to transit "dependent" riders, a pejorative dichotomy used to justify disparate investments that have essentially created two separate systems with different standards for amenities, service, and per-rider subsidies.[40]

This concept of two systems is reflected in an emphasis on rail over buses, both in the form of commuter rail and modern streetcars. Modern streetcars, like those built in Seattle and Tacoma, yield little to no benefit in terms of speed or accessibility since they share lanes with vehicular traffic. Instead, they are built—at costs as high $50 million per mile[41]—to attract "choice" riders and to stimulate development. This development has led to

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[31] Smart Growth America & National Complete Streets Coalition. (2022). Dangerous by Design.
[32] NACTO. (2022). Breaking the Cycle: Reevaluating the Laws that Prevent Safe & Inclusive Biking.
[33] Washington Traffic Safety Commission. (2019). Target Zero: Washington State Strategic Highway Safety Plan 2019.
[34] Washington Traffic Safety Commission. Tribes.
[35] Litman, Todd. (2022). Evaluating Public Transit Benefits and Costs. Victoria Transport Policy Institute.
[36] Farhang, Lili and R. Bhatia. (2005). Transportation for Health. *Race Poverty, & the Environment*.
[37] Sheller, Mimi. (2018). *Mobility Justice: The Politics of Movement in an Age of Extremes*. Verso.
[38] Davis, Jeff. (July 26, 2021). What the "80-20 Highway-Transit Split" Really Is, and What it Isn't. Eno Center for Transportation.
[39] Taylor, B.D. & Morris, E.A. (2015). Public transportation objectives and rider demographics: are transit's priorities poor public policy? *Transportation* 42, 347–367.
[40] Grengs, J. (2005). The abandoned social goals of public transit in the neoliberal city of the USA. *City*, *9*(1), 51–66. DOI: 10.1080/13604810500050161
[41] Bell, Rhonda. (August 2, 2017). Understanding Streetcar Costs, Funding, Operations and Partnerships. *Metro Magazine*.

gentrification in BIPOC communities and displacement of residents.[42] The bifurcation of transit is also reflected in enforcement approaches that prioritize the comfort of "choice" riders, which will be discussed in a following section.[43]

These transit policies are often framed as race neutral; however, they result in prioritizing "choice" riders, who are typically white and higher income, both in terms of capital investments and operational subsidies.[44] Race neutral criteria in transit planning, including the allocation of funding based on demand, exacerbate racial disparities by failing to account for historical and contemporary inequities and miss an opportunity to advance equity by providing transportation options to communities with greater mobility needs.

ACTIVE TRANSPORTATION

SIDEWALKS AND BIKE LANES

Active transportation investments enable safer and more comfortable use of affordable transportation options that can help address inequitable transportation costs and benefits across population groups. However, similar to transit planning's bias toward "choice" riders over "dependent" riders, active transportation planning has also fueled racial disparities through a focus on serving people who choose to walk or bike primarily for recreation and exercise over those who rely on these modes for mobility. Infrastructure for walking and bicycling is disproportionately absent from Black and Latinx neighborhoods,[45,46] and Black and Latinx neighborhoods have lower quality sidewalks with more obstructions and accessibility issues.[47,48] Proposed bikeways and sidewalks are sometimes seen as harbingers of gentrification in these same neighborhoods and are met with opposition.[49] Decades of disinvestment in BIPOC neighborhoods have bred distrust in communities where cities have failed to respond to the concerns and needs of residents. Contention can occur when requests by the community appear to be overlooked in lieu of an investment in active transportation that was not requested.

Where bicycle facilities have been built, many are standard bicycle lanes that end at intersections or shared lane markings that place bicycle riders in the same lane as motor vehicles. These facilities are designed for riders who are confident riding in traffic and physically fit, failing to serve the majority of potential riders who are "interested but concerned" with respect urban bicycling.[50] Furthermore, the disproportionate effects of traffic violence in Indigenous, Black, and Latinx communities emphasizes a need for safer active transportation facilities for vulnerable road users.

[42] Brand, Anna Livia. (2020). Colorblind transit planning: Modern streetcars in Washington, DC, and New Orleans, *Journal of Race, Ethnicity and the City*, 1:1-2, 87-108, DOI: 10.1080/26884674.2020.1818536

[43] Spieler, Christof. (August 4, 2020). Racism has shaped public transit, and it's riddled with inequities. *Urban Edge*. Rice Kinder Institute for Urban Research.

[44] Golub, Aaron, R. A. Marcantonio & T. W. Sanchez. (2013) Race, Space, and Struggles for Mobility: Transportation Impacts on African Americans in Oakland and the East Bay, *Urban Geography*, 34:5, 699-728, DOI: 10.1080/02723638.2013.778598

[45] Barajas, Jesus. (2021). Biking where Black: Connecting transportation planning and infrastructure to disproportionate policing. *Transportation Research Part D: Transport and Environment*, 99, DOI: 10.1016/j.trd.2021.103027.

[46] Lee, Richard. I. N. Sener & S. N. Jones. (2017). Understanding the role of equity in active transportation planning in the United States, *Transport Reviews*, 37:2, 211-226, DOI: 10.1080/01441647.2016.1239660.

[47] Kelly, C. M., Schootman, M., Baker, E. A., Barnidge, E. K., & Lemes, A. (2007). The association of sidewalk walkability and physical disorder with area-level race and poverty. *Journal of Epidemiology and Community Health*, 61(11), 978–983. DOI: 10.1136/jech.2006.054775

[48] Rajaee, M, et al. (2021). Socioeconomic and racial disparities of sidewalk quality in a traditional rust belt city. *SSM Popul Health*, 16:100975. DOI: 10.1016/j.ssmph.2021.100975.

[49] Flanagan, Elizabeth, U. Lachapelle, & A. El-Geneidy. (2016). Riding tandem: Does cycling infrastructure investment mirror gentrification and privilege in Portland, OR and Chicago, IL? Research in Transportation Economics, 60: 14-24, DOI: 10.1016/j.retrec.2016.07.027.

[50] Dill, Jennifer & N. McNeil. (2012). Four Types of Cyclists? Testing a Typology to Better Understand Bicycling Behavior and Potential. OTREC Working Paper.

MICROMOBILITY

Neighborhoods with a higher proportion of Black residents are also less likely to have access to micromobility services, including both bikes and scooters.[51] In Seattle, for example, a larger share of white residents have access to bikeshare programs compared to Black residents.[52] This is partially due to pilot and demonstration projects for micromobility services being planned for areas that have the greatest supporting infrastructure, rather than those with the greatest need. A lack of geographic coverage, compounded with high user fees, results in racial disparities in the access and use of micromobility services.

POLICING & ENFORCEMENT

Safety dependent on violence is not safe for all. -Tema Okun

TRAFFIC ENFORCEMENT

Enforcement-based approaches to traffic safety have resulted in racially disparate impacts to mobility and safety. Police officers stop Black drivers at higher rates than white drivers, and both Black and Latinx drivers are searched more often than their white counterparts. [53] As a result of this discrimination, any transportation policy that increases traffic enforcement by officers is likely to result in racially disparate outcomes.

Racial disparities are even higher for investigatory stops and non-moving violations, such as equipment and registration violations, although research indicates that enforcement of non-moving violations does not have a discernable effect on crime rates.[54] As part of an effort to confront disparities in enforcement, Seattle recently deprioritized the enforcement of low-risk public safety violations such as cracked windshields or items hanging from rearview mirrors. More broadly, research has shown that traffic stops are not related to a reduction in deaths from vehicular crashes, [55] although these stops can become a safety risk for Black drivers and Latinx drive who are more likely to be met with the use of force during these stops.[56]

Racial disparities in traffic enforcement are not limited to motor vehicle drivers. Of 1,710 jaywalking tickets issued by Seattle police between 2010 and 2016, 26 percent of them went to a Black person, although Black people make up only 7 percent of the City's population.[57] Bicycling citations are also issued disproportionately in Black and Latinx neighborhoods, at a rate 8 times higher per capita in majority Black Census tracts and 3 times higher in majority Latinx tracts compared to majority white tracts.[58] Prior to King County's repeal of its all-ages helmet law in 2022, preliminary research found that Black and Indigenous people on bikes in Seattle were two to four times more likely to receive helmet citations than their white counterparts and that nearly half of helmet citations were issued to people experiencing homelessness, a disparity too disproportionate to be attributed to differences in helmet use.[59]

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[51] Aman, J.J.C., Zakhem, M., Smith-Colin, J. (2021). Towards Equity in Micromobility: Spatial Analysis of Access to Bikes and Scooters amongst Disadvantaged Populations. *Sustainability*, 13, 11856. DOI: 10.3390/su132111856

[52] Ursaki, J., & Aultman Hall, L. (2015, January 6). Quantifying the Equity of Bikeshare Access in U.S. Cities (Tech. No. 15-011).

[53] Stanford Open Policing Project. (2021). Findings.

[54] Policing Project. (2018). Reevaluating Traffic Stops in Nashville. NYU School of Law.

[55] Sarode, Anuja L. MPH et al. (2021). Traffic stops do not prevent traffic deaths. *Journal of Trauma and Acute Care Surgery*, 91(1), DOI: 10.1097/TA.0000000000003163.

[56] Emily Weisburst and Felipe Goncalves. (2020). Economics Research on Racial Disparities in Policing.

[57] Balk, Gene. (August 15, 2017). Seattle Police are Writing Fewer Jaywalking Tickets But High Rate Still Issued to-Black Pedestrians. *The Seattle Times*.

[58] Barajas, Jesus. (2021). Biking where Black: Connecting transportation planning and infrastructure to disproportionate policing. *Transportation Research Part D: Transport and Environment*, 99, DOI: 10.1016/j.trd.2021.103027.

[59] Campbell, Ethan. (2022). Technical report on bicycle infractions in Seattle (2003-2020): Methodology and preliminary findings on racial disparities.

AUTOMATED ENFORCEMENT

One approach to providing more equitable traffic enforcement is to increase the use of automated enforcement. Red light and speed tracking cameras are highly effective at increasing safety, particularly with respect to speeding-related crashes.[60] They also have the potential to remove racial profiling from traffic enforcement but should be implemented with consideration for other inequitable impacts. Although legal in Washington, automated enforcement has been applied on a limited basis, largely due to privacy and equity concerns. Jurisdictions in other states are exploring various strategies to implement automated enforcement in a more equitable manner, including reduced fines, civil rather than criminal citations, offering community service or installment repayment options, prohibiting the department of motor vehicles from suspending or provoking violators' driving privileges, and targeting only excessive speeding rather than low-level speeding.[61]

TRANSIT ENFORCEMENT

Law enforcement officers are regularly used to address safety concerns as well as rider codes of conduct on public transportation. Although the presence of officers may increase safety, or the perception of safety, it can have the opposite effect for Black and Latinx riders. Police responses to "code of conduct" issues such as putting feet on seats, eating food, or not paying fares, have been found to be consistently discriminatory against Black and Latinx riders and can escalate into incidents of brutality. When police are asked to respond to non-violent offenses and mental health crises that they are not equipped to handle, it reduces the likelihood that vulnerable passengers will be given the help they need and creates unnecessary friction between riders and police. Holistic safety programs, involving unarmed customer service and social welfare personnel can improve safety for riders and allow police to focus their attention where they are needed: policing violent crime.[62] Sound Transit's fare ambassador program provides an example of fare enforcement without armed officers.

TRIBAL ENFORCEMENT

Although Black and Latinx Washingtonians face a disproportionately high rate of negative police interactions, Native Americans—particularly those living on reservations—often face a lack of adequate law enforcement response. This stems in part from jurisdictional issues, including the Supreme Court's *Oliphant vs. Suquamish Indian Tribe* decision, which ruled that Indian tribal courts do not have jurisdiction over non-Indians for conduct occurring on Indian land. Such jurisdictional issues, coupled with capacity limitations, contribute to a lack of safety on some of Washington's Indian reservations. A very real result of these limitations is that Washington has the second highest number of missing and murdered Indigenous women in the country.[63]

ZONING, LAND USE, AND HOUSING

Transportation policy and infrastructure is inextricably linked to land use. Issues of traffic and the provision of parking strongly influence the types of development that can occur, which in turn affects the provision of affordable housing. This is an issue that disproportionately affects People of Color in Washington: 46 percent of

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[60] National Transportation Safety Board. (2017). Reducing Speeding Related Crashes Involving Passenger Vehicles. Safety Study NTSB/SS-17/01. Washington, DC.

The National Association of City Transportation Officials published a working paper, *Breaking the Cycle*, on laws that prevent safe and inclusive biking in June 2022. It is a resource to help practitioners, decision makers, and advocates understand impacts of biased enforcement of bicycling laws and recommends for decimalizing biking in cities with practices to refocus laws, rules, and procedures on the safety of all road users.

[61] King County Auditor's Office. (2022). Traffic Enforcement: Strategies Needed to Achieve Safety Goals.

[62] Transit Center. (2021). Safety For All.

[63] Hill, Margo. (2020). Tribal Mobility, Accessibility and Social Equity. Eastern Washington University, TREC Seminar

white renters in Washington are rent-burdened, compared to 49 percent of Latinx renters and 57 percent of Black renters.[64]

RESIDENTIAL SEGREGATION AND SINGLE-FAMILY ZONING

Washington State has a long history of residential segregation, enforced by redlining and racial covenants. Throughout the first half of the 20th century, these restrictions made many neighborhoods inaccessible to non-white families.[65] The legacy of this segregation is still visible in the poverty rates and health outcomes across different neighborhoods in Washington's cities. Although these means of segregation are no longer legal, Washington's cities remain highly segregated. Furthermore, many neighborhoods that have historically been home to low-income people are becoming gentrified, leading to a suburbanization of poverty in Washington's cities.[66,67] A major factor behind this displacement of low-income people from urban neighborhoods is single-family zoning, which currently covers three-quarters of land in most U.S. cities:[68]

From Bellingham to Walla Walla, and in cities all over Washington state, neighborhoods where working-class families can afford to live are vanishing… Sadly, this zoning system is working exactly as originally intended. Starting in the 1920s, after the U.S. Supreme Court ruled that affordable home types, such as apartment buildings, were "mere parasites," cities started to restrict what housing could be built. By the 1960s, most cities had banned even duplexes from half their residential areas.[69]

Exclusionary zoning, which also includes minimum lot sizes and building height limits, prevents the construction of more affordable housing types that could better accommodate growing populations, diversify housing prices, and help families maintain ownership of their homes over time.[70] Such housing restrictions decreases available housing for various equity-seeking populations and reduces access to desired and critical destinations, adding time and cost burdens.

Some cities have begun to relegalize "middle housing" such as duplexes and townhomes including Walla Walla, which recently eliminated single-family zoning citywide. In its place, the city created a Neighborhood Residential Zone—a low-density zone with reduced parking requirements and more flexibility with respect to land uses and accessory dwelling units.[71]

In its 2023 regular session the Washington State Legislature passed House Bill 1110, which aims to increase housing supply and density by allowing a broader range of housing types (e.g., duplexes, triplexes, etc.) on properties that are locally zoned for single family dwellings. Once signed by the Governor, this law will apply to all cities with populations greater than 25,000 and will put particular emphasis on greater density of housing within proximity to major transit stops (i.e., light rail, commuter rail, and bus rapid transit).

[64] National Equity Atlas. Housing Burden in Washington.
[65] Silva, Catherine. (2009). Racial Restrictive Covenants History: Enforcing Neighborhood Segregation in Seattle. The Seattle Civil Rights & Labor History Project.
[66] Congress for the New Urbanism. (2017). Combatting the Suburbanization of Poverty: The Future of Just, Sustainable Growth in the Puget Sound Region.
[67] Raphael, Steven & M. Stoll. (2010). Job Sprawl and the Suburbanization of Poverty. The Metropolitan Policy Program at the Brookings Institution.
[68] Schuetz, Jenny. (2020). Housing affordability is a financial stress on American families. The Metropolitan Policy Program at the Brookings Institution.
[69] Malaba, Patience. (February 14, 2022). It's Time to Re-Legalize Affordable Homes in Washington. *Publicola*.
[70] Schuetz, Jenny. (2020). Housing affordability is a financial stress on American families. The Metropolitan Policy Program at the Brookings Institution.
[71] Association of Washington Cities. (2021). Equity Resource Guide: Tools and case studies for Washington Cities.

The housing shortage has an outsized effect on low income and BIPOC communities. Throughout the state, BIPOC households experience higher rates of housing cost burden compared to white, non-Hispanic households,[72] which put them at greater risk during housing crises like the 2008 Subprime Mortgage Crisis. Displacement resulting from gentrification was exacerbated by foreclosures following the market collapse. Local governments' failure to intervene and prevent foreclosures, combined with the discriminatory targeting of subprime loans, resulted in a disproportionate loss of homes and wealth for BIPOC communities in King County.[73] Housing segregation, exclusionary zoning, and predatory lending practices contribute to transportation inequity by pushing low- and moderate-income people to the outskirts of metropolitan areas, where transit options are sparse and they are forced to spend more time and money travelling to access employment and services.

CONCURRENCY PROVISIONS AND PARKING MINIMUMS

The provision of more affordable multi-unit housing is also limited by two policies that relate directly to transportation: concurrency provisions and parking minimums. Concurrency provisions prohibit development that would cause the vehicular level of service (LOS) to decline below standards adopted in the jurisdictions' comprehensive plan. In practice this policy can end up driving more public investment in automobile infrastructure and make it difficult to build affordable housing. In response to these issues, the State Transportation Commission has recommended that urban centers and transit-oriented developments pursue a multi-modal approach to concurrency that goes beyond vehicular LOS.[74]

Local zoning laws that stipulate a minimum number of off-street parking spaces also substantially increase the cost of developing affordable multi-unit housing. A single unit of structured parking adds an average of $50,000 in per-unit costs, and can be even higher in urban areas.[75] Since parking costs increase as a percentage of rent for lower cost housing, and low-income households typically own fewer vehicles, parking minimums impose a regressive burden on renters, increasing housing costs to subsidize vehicle owners. [76] Research suggests that eliminating parking requirements could dramatically reduce the amount of parking built, effectively reducing development costs and enabling developers to build more multi-unit housing.[77] Reforms to transportation policies like parking minimums and concurrency provisions have the potential to dramatically reduce the costs of developing more affordable multi-unit housing, mitigating Washington's urban housing affordability crisis and its disproportionate impact on BIPOC communities.

> In the eight years after 2012, when Seattle eliminated parking requirements from its most central and transit-oriented neighborhoods, developers in the city built 40 percent less parking than would have been required prior to the reforms, resulting in 18,000 fewer parking spaces and reducing development costs by $537 million.[78]

CONCLUSION

Throughout the State's history, Washington's transportation, law enforcement, and land use policies have created systematic disparities for BIPOC communities, limiting access to mobility and producing disproportionate negative

[72] Murphy, Maren. (January 19, 2021). Understanding Housing Displacement Risk in Spokane.
[73] The Multicultural Community Coalition, Rainier Beach Action Coalition and Puget Sound Sage. (May 2021). Disaster Gentrification in King County, and How to Stop it from Happening Again.
[74] WSDOT. (2015). Washington Transportation Plan.
[75] Hoyt, Hannah. (March 16, 2020). More For Less? An Inquiry Into Design and Construction Strategies for Addressing Multifamily Housing Costs. Joint Center for Housing Studies, Harvard University.
[76] Litman, Todd. (2020). Parking Requirement Impacts on Housing Affordability. Victoria Transport Policy Institute
[77] Shoup, Donald. (2011). *The High Cost of Free Parking*. Routledge.
[78] Pierce, Gregory. (2020). Parking policy: The effects of residential minimum parking requirements in Seattle. *Land Use Policy*, 91: 104053. DOI: 10.1016/j.landusepol.2019.104053.

impacts. Investments in road, transit, bicycling, and walking infrastructure have reinforced patterns of segregation and socioeconomic isolation. They have eroded the safety, health, and economic opportunity of BIPOC communities. In rural areas, including Tribal reservations, communities face a lack of transportation options and increasing rates of traffic violence. In urban areas, BIPOC communities face hazardous levels of air and water pollution, inadequate walking and bicycling facilities, underfunded transit networks, and a lack of affordable housing options that pushes them to increasingly peripheral and underserved areas.

The policies and infrastructure (dis)investments that led here have been enacted over the last century; both antiquated and modern policies continue to affect the lived experiences of BIPOC communities today. Identifying the lasting effects of racist and discriminatory policies (de jure and de facto) is necessary to address the resulting institutionalized discrimination. Many of Washington's cities and regions have begun work to address disparate transportation impacts, such as reducing speed limits to address traffic deaths and injuries and reallocating infrastructure investments to address the needs of underserved communities. Interventions to improve the current conditions are necessary, however, the historical context in this chapter should be used to develop a deeper understanding of the challenges to eliminating racial disparities from the transportation system and to help identify strategies, including removing harmful policies, to reach equitable outcomes.

TOOLE
DESIGN

TRANSPORTATION EQUITY ASSESSMENT TOOLS AND METHODS

TRANSPORTATION EQUITY ASSESSMENT TOOLS AND METHODS

This chapter is an accompaniment to the *Catalog of Tools and Methods for Assessing Equity*. Together, the documents review assessment tools and methods that cities and towns across the country currently employ to understand the varying degrees of transportation inequity in their communities. The review identifies trends across available tools and methods as well as their limitations and gaps. When taken with the synthesis from *Impacts of Transportation Investment Patterns on Designated Populations*, these findings highlight areas to be addressed for advancing equity and defining recommendations for the planning process.

Impacts of Transportation Investment Patterns on Designated Populations pointed to a progression of applications for tools and methods. This progression starts with developing tools for demographic analysis and assessing existing conditions and moves to evaluating benefits, burdens, and disparities of investment and policy decisions, and finally to incorporating equitable outcomes into the development of projects and programs and using the results to influence decision making. This chapter examines a sample of tools and analysis methods that reflect these applications and represent current practice in the industry.

CATALOG OF TOOLS AND METHODS FOR ASSESSING EQUITY

As shown through the *Impacts of Transportation Investment Patterns on Designated Populations* chapter, cities and government agencies in Washington and across the country, are trying to understand the disparate impacts of the transportation system and how to address inequity in the transportation planning process. Cities, MPOs, and other organizations have developed tools and methods to this end that range in their scale of application, use various data sources, and have different applications and purposes.

The *Catalog of Tools and Methods for Assessing Equity* is a collection of approaches that have been used to understand equity in Washington and across the country. This catalog, linked in Appendix A, also acts as a data inventory to give insight into how equity has been quantified, represented, and visualized. The home page of the catalog lists the tools and methods analyzed in this project, credits the teams that created them, outlines the location of study and scale of analysis, categorizes their use, and finally provides a brief introduction to each tool. Clicking on the name of any of the tools directs you to a page that provides details on the tool. For analysis tools, the catalog lists the factors included to measure equity, the metrics used to quantify each factor, and the data source for each metric. For frameworks, the general themes or categories that have been used to characterize equity outcomes or proposed targets for reaching more equitable outcomes are listed. External links to the tools are also provided within the catalog for reference and additional information.

The catalog can be used as a review of current practice and as a resource for data sources. The catalog is meant to document examples of how equity is assessed in practice but does not provide recommendations on using these tools. When looking to assess equity by using an existing tool, it is critical to examine the methodology and consider the application and the limitations of the tool. We recommend that before applying any of these tools, the user reads the general limitations in this chapter, examines the tool in more detail by reading more information at the link provided, and considers the purpose and context of use.

METHOD FOR IDENTIFYING TOOLS AND METHODS

The *Catalog of Tools and Methods for Assessing Equity* takes a broad definition of equity, and as a result, it encompasses not only tools that explicitly reference transportation, but also tools from areas adjacent to transportation such as health, environment, and economy. Additionally, organizations, and therefore their tools, defined equity differently or focused on a specific aspect related to equity, such as health or environmental sustainability. These differences are revealed in the types of factors that are used to assess equity across the tools. Although the catalog does not have geographic bounds, the project team focused on tools that have relevance to the Washington context. The project team prioritized methods used in Washington, then tools from peer West Coast cities and states, followed by tools from the United States more broadly.

Tools were compiled from a variety of sources, including the review of plans and policies across Washington State for this project, references from interviewees, academic papers, cross-referencing tool citations, and targeted internet searches. The tools are spatial, or "mapped" (such as the Spokane Regional Transportation Council Social Equity Mapping Tool), as well as non-spatial or "unmapped" (such as the King County Equity Impact Awareness Tool).

SIMILARITIES AND TRENDS ACROSS TOOLS AND METHODS

The tools may define equity differently, however many use the same or similar factors to evaluate different effects. These factors can be described as demographic factors or impact factors. Demographic factors may be used to define a population group or delineate priority areas and impact factors can be used to assess impacts and outcomes on populations or neighborhoods. Some tools use both demographic and impact factors. For example, the National Equity Atlas uses both race/ethnicity (a demographic factor that can be used to identify equity-seeking populations) as well as housing burden (an outcome that people who belong to the equity-seeking population are more likely to experience). Some similarities and trends gleaned from the catalog are:

- There is no consensus on how to define equity outcomes. Although there is overlap, with the majority of tools referencing themes of Environmental Justice (EJ), transportation, and opportunity; however, no measures had an identical list of factors, reflecting the differences in defining equity and what may be considered to have impacts on equity.
- Some of the tools referenced equity explicitly through their titles or framing, such as Equity Priority Communities, while others used different terminology to explore related themes, such as environmental justice or health disparities.
- Race (included in over 20 tools) and income/poverty (included in over 15 tools) were cross-cutting as the primary metrics for identifying affected populations. There are also metrics that use economic opportunity, education, and health to identify populations.
- Both quantitative and qualitative data are used to explore equity in the tools reviewed. Many of the tools quantitatively classify locations or communities as equity-seeking or having disproportionately adverse outcomes. Some quantify impacts relative to transportation. There are also tools that collect more qualitative data via checklists or scorecards, and function to establish broader decision frameworks based in equity.

- The primary source of data for quantitative metrics is the US Census and American Community Survey (ACS), followed by IPUMS data (a Census data project originally called the Integrated Public Use Microdata Series). There are also a considerable number of metrics that are "secondary," meaning they use indices that use data from Census/ACS and IPUMS. One example of this is the Diversity Index in the National Equity Atlas.
- Although most tools use publicly accessible data, there are some instances where the data used is available only by request or through a data confidentiality agreement such as the data in the Community Health Assessment Tool (CHAT) used for the Washington Environmental Health Disparities Map.

- Some of the tools include internal calculations to develop the factors, such as the calculation of superfund proximity from the EPA CERCLIS (Environmental Protection Agency Comprehensive Environmental Response, Compensation, and Liability Act) database in Environmental Justice (EJ) Screen.
- Most tools visually represent the measures geographically. Still, there are non-spatial tools as discussed in the previous section as well as tools using qualitative data that do not have spatial components.
- Metrics continue to evolve and expand and take on additional relevance. For example, although broadband access gaps have been identified as a factor in achieving equity, as internet becomes more pivotal for day-to-day life, especially given the needs that the COVID-19 pandemic exposed, there has been an increase in the presence of measures around computer and internet access.
- Although some tools include factors that assess impacts that relate to the transportation system or quality of life, they do not evaluate transportation network-based impacts or transportation outcomes. Additionally, these tools are not designed to evaluate outcomes over time.

APPLICATION OF EQUITY TOOLS

The tools outlined in the catalog go beyond an investigative or academic exercise. They have been used to inform practice and policy interventions in jurisdictions in Washington and across the country. In practitioner interviews conducted for this project, jurisdictional staff shared several applications of these data tools that are detailed in the *Engagement with Practitioner and Staff Workgroup* chapter. The tools have been used to support public engagement and explain patterns of disparities and environmental risk. For instance, the Spokane Regional Transportation Council uses their Social Equity Mapping Tool as a public-facing resource for community knowledge and advocacy. Mapping tools can also be used to direct targeted outreach efforts and engage community partners to ensure the communities that are most affected have a voice in transportation planning that can improve or exacerbate their circumstances.

Mapping tools can also be systematized in operations. Tools have been used as a "first lens" to locate new infrastructure and infrastructure improvements. For example, the City of Tacoma used their Equity Index as one of the factors to determine the locations of street lighting additions, maintenance, and upgrades.

Applications may be varied, but with any tool or analysis method comes methodology and data limitations that must be considered when applying it. The tools in the catalog have application limitations; some related to the tools themselves and some related to the supporting resources. When using any of the tools in the catalog, a jurisdiction should be aware of these limitations and how they impact the results of the assessment or analysis. They should also be transparent about the limitations when reporting and using the results. Many of the tools were developed for a specific context or location and the tool or methodology may not be applicable in all situations. In cases where tools can be applied broadly, they may need a thorough understanding of the context to use them effectively. Data and resource availability is also a limitation. Jurisdictions may be restricted from using some tools or methods based on the existing data that they do or do not have, and an investigation of the catalog can point to data gaps for a jurisdiction to help prioritize data needs. In addition to data availability, budget and staffing may limit the feasibility of applying these tools.

It is important to think about the limitations of the tool when applying it. The limitations generally relate to the methodology the tools use or the data they draw from. As a result of these limitations, there are restrictions to how and where the tools can effectively be employed in policy, planning, and design.

METHODOLOGY LIMITATIONS

Limitations in the methodologies of the tools are a result of the assumptions made to develop the tool. They include the factors chosen for the analysis, scale, weighting, and the use of thresholds. When applying a tool, it is critical to understand the assumptions it makes within the methodology.

- **Factors:** The factors used to assess equity across the tools vary. The factors included may represent the minimum measures to understand conditions or may include measures specific to a location or circumstance. Understanding how and why factors were selected for a tool can help determine if it is applicable in other settings. Additionally, it is important to know how the factors interact with each other to produce the output. For instance, transportation impact tools that use commute time and other time-based factors are often based off vehicle travel that is in tension with pedestrian and bicycle safety. A reduction in commute time may suggest improved outcomes for populations that are driving, however it could be a hazard for active transportation users. Increased speed limits and/or vehicle speeds are considered factors in Pedestrian Safety Analysis.[79]

- **Scale:** Equity analysis tools like the ones in the catalog have different scales of analysis. The scales impact the precision of data as well as the types of data that are available. National tools will use data sources that are collected nationally or available across the country. They are also less likely to display fine grain data; often the smallest geographic unit is the Census tract. The scale of the output can also affect the effectiveness of the data for decision making. For instance, a national tool that provides output at the Census tract level may not be useful for corridor planning (without additional analysis).

- **Weighting:** Prescribing value to factors, as in weighting, also presents a limitation. Beyond the decision of whether to include a factor in the equity analysis, there may also be a decision to assign importance to each measure relative to other measures. Some tools apply a weight to factors to designate their significance; however, weighting factors is subjective and the values of the developers become embedded in the tool. As a result, the tool may not be applicable in all cases.

- **Thresholds:** Many of the tools use thresholds to define a binary conception of equity. For example, Equity Priority Communities labels a census tract as "equity-seeking" if the population is over 70 percent People of Color. This threshold, however, is somewhat arbitrary and neglects nuance. It is possible that tracts where the population is only 60 percent People of Color may have more People of Color living in them. Additionally, the assumptions for setting the threshold at 70 percent may not apply in all cases or may change over time.

- **Locational Factors:** Some tools are made specifically for jurisdictions, such as the Tacoma Equity Index that only applies to the city of Tacoma, and more recently to all of Pierce County. Focusing on a specific jurisdiction allows the tools to use of the data that is collected by local agencies or organizations and relates to specific local issues. As a result, however, the tools cannot be used for other geographies or for comparative analyses. Measures may also vary based on locational context. For example, income levels are not always comparable. "Low-income" can be defined differently based on varied costs of living in different locations.

- **Indexing:** Some tools combine factors into a single index. As a result, equity-seeking populations that have different needs or face different mobility challenges may be grouped together. Distinct impacts that require different interventions may be grouped together. Indices simplify equity analyses, making it easier to define priority areas, however, it is critical to understand the factors within the index and how they affect the output.

Methodological limitations do not mean that the tools cannot be used. Knowing the limitations helps to determine what tool is appropriate for different circumstances. The also influences how we use the tools and their output;

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[79] Systemic Pedestrian Safety Analysis: Contractor's Technical Report.
https://onlinepubs.trb.org/onlinepubs/nchrp/nchrp_rpt_893_Contractor.pdf.

context must be considered when interpreting the outcomes. Additionally, the tools cataloged may serve as example methodologies that can be adapted for different contexts.

DATA LIMITATIONS

In addition to limitations due to methodologies, there are several limitations shared by all the tools that draw upon US Census data because of the inherent limitations and compromises of working with Census data or indices and measures that pull from Census data, such as the IPUMS datasets. The limitations of demographic data, which is primarily dependent on US Census data, are explored in detail in *Impacts of Transportation Investment Patterns on Designated Populations*. Relevant limitations that are salient to many of the tools in the catalog are outlined below.

- **Undercounting:** Undercounting is an issue with Census data, especially for demographic groups that are underrepresented in spaces of power, marginalized, or disenfranchised.
    - The Census questions are opt-in and undercounting occurs because not everyone completes questionnaires. Many people may not be aware of the benefits of being counted in the Census and/or the uses of the data.
    - There is more severe undercounting in equity-seeking demographic groups. This is seen with recent immigrants and/or people with language barriers, undocumented people who fear retaliation, and generally People of Color or minoritized populations.[80]
- **Overcounting:** Although less prevalent than undercounting, there are some populations that are overly represented in the Census data. For instance, certain military-affiliated groups tend to erroneously report that they served on active duty in the Armed Forces and inflate veteran populations.[81]
- **Categorization:** Race and racial categories are based on the 1997 Office of Management and Budget (OMB) standards on race and ethnicity, and the categories miss nuances of race and ethnicity and self-identification. Individuals may not see or recognize their racial identify in these categories. For example, people of Middle Eastern origin do not have a specific racial category and may not relate to any of the given options. Until the 2000 Census, respondents could not select multiple races and the most recent, 2020 Census provided more ethnicity options including options within "Hispanic" for the first time. The nuances of demographic data and limitations in identifying equity-seeking populations are discussed in the section on demographic data in *Impacts of Transportation Investment Patterns on Designated Populations*.

Not all data used in the cataloged tools is sourced from the US Census, and there are also limitations associated with other data sources. Knowing what data is used in the tools can point to limitations. The data used for each tool and the sources of these data are provided in the catalog. Particular attention should be given to the data for transportation impacts tools. These tools generally require local data or data that may be estimated.

DATA GAPS

There are several gaps in demographic data that are explained in the section on demographic data in *Impacts of Transportation Investment Patterns on Designated Populations*. These gaps are a result of no or limited data on some of the populations that face discrimination and marginalization; however, there is an opportunity to improve the robustness of these metrics by adding data that is at a finer-scale or qualitative. This additional data would address current gaps in the vast majority of tools for measuring equity.

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[80] Passel, Jeffrey S. Estimates of the Size and Characteristics of the Undocumented Population. Vol. 21. Washington, DC: Pew Hispanic Center, 2005.
[81] US Census Bureau. "Limitations of the Data." Census.gov, 16 Dec. 2021, https://www.census.gov/topics/population/veterans/guidance/data-limitations.html.

Most analyses rely on Census data at the block group and track levels. The block group or and census tract, however, may not provide useful or relevant information on where people live for all analyses. These geographic units may be too large for the topic of study, like a corridor or crash hot spots, and can provide inaccurate results on who experiences impacts. City data that is collected at a finer grain would be useful in filling these data gaps.

With a focus on quantitative data, many of the metrics neglect histories and personal stories that are needed to paint a fuller picture of lived experience and inform the understanding of transportation equity. For example, the average commute time data included in Census data does not take into account actual travel times that include stoppages, which tend to be more pronounced in daily trips made by women,[82] and does not consider reasoning for preferred mode of transportation, such as safety concerns of transgender people when riding transit.[83] An equity analysis is incomplete without qualitative data that provides dimension to quantitative data and grounds results of quantitative analysis in the lived experience.

CONCLUSION

The *Catalog of Tools and Methods for Assessing Equity* is not a static document; jurisdictions should see it as a starting point that can be built upon as they pilot equity analyses. These tools can help jurisdictions understand the demographics of their populations, the impacts key populations are experiencing, and use this information in funding and prioritization decisions. Although each tool in the catalog has a particular use and focus, whether by geography or by topic, examining the tools in aggregate highlights key measures used to understand equity, mobility, and access. The tools outlined in the catalog, represent the current approaches to transportation equity analysis and, taken with the findings from *Impacts of Transportation Investment Patterns on Designated Populations*, inform our review of best practices for incorporating equity into decision making for transportation policy and design.

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[82] Jin, Hui, and Jie Yu. "Gender Responsiveness in Public Transit: Evidence from the 2017 US National Household Travel Survey." Journal of Urban Planning and Development 147.3 (2021): 04021021.

[83] Amy Lubitow, JaDee Carathers, Maura Kelly & Miriam Abelson "Transmobilities: mobility, harassment, and violence experienced by transgender and gender nonconforming public transit riders in Portland, Oregon", Gender, Place & Culture, 24:10, 1398-1418 (2017), DOI: 10.1080/0966369X.2017.1382451

BEST PRACTICES FOR EQUITABLE DISTRIBUTION OF TRANSPORTATION BENEFITS AND IMPACTS

BEST PRACTICES FOR EQUITABLE DISTRIBUTION OF TRANSPORTATION BENEFITS AND IMPACTS

This chapter explains the process of analyzing gaps between current practices and the desired state of an equitable and just transportation system, discusses needs focus areas, and presents recommendations to advance equity, improve engagement, and continue work from this study.

This report explores how transportation policies and practices have created inequities and how they persist. To reach equity, policies and practices must change to disrupt patterns of harm and establish pathways to equity and justice. There are cities in Washington that have been monitoring disparate impact for years; however, there are fewer examples of shifting policies, practice, and organizational culture towards centering equity and redressing harms. Even still, there are some cities in the State that are just beginning to assert equity as a goal in their plans or just starting to explore what equity means and how it relates to transportation. This range of experiences represents stages of progress towards equitable transportation outcomes.

Equity is contextual and an agency's journey toward equity and transportation justice will be unique and cannot be prescribed, which necessitates deliberate and focused actions. Figure 7 provides a general structure for discussing the complex, non-linear, and varying process of advancing equity and equitable outcomes. The graphic visually shows the stages a city may work through on their path to building transportation justice into organizational processes and culture and creating an equitable and just transportation system. As Annya Pintak, Transportation Equity Program Manager for Seattle Department of Transportation, said in our interview, "Equity is not just the deliverable, but also the process. You have to work with people within institutions to achieve institutional change."

Figure 7 Progression of Transportation Planning towards Equity and Justice

Cities across Washington State are at different stages of their journey toward equity and transportation justice. Cities early in their journey may be learning about equity and beginning to identify how outcomes differ for various communities. This understanding should then be integrated into planning processes to create frameworks and inform how investments are made. One of the major gaps identified through this study is operationalizing the equity goals cities have defined in plans. This is a challenge because it requires changing procedures and policies and centering equity in established processes; however, this work is critical in order to move equity from a goal on paper to a system outcome. These operational interventions are meant to lead to demonstrating equitable outcomes and sustained practices. The outcomes and practices should not only meet the needs of all transportation system users, but also redress past harms. A city that is achieving equitable outcomes is driven by community voices and applies analyses to demonstrate positive outcomes and reduction in harm. The final aim is to experience justice, where transportation is a part of public space in which all can thrive, and community-based planning enhances dignity.

GAPS ANALYSIS

This chapter provides recommendations to help cities progress through these stages. The recommendations were developed through a gaps analysis. The gaps analysis identified key focus areas and recommendations to address them.

APPROACH

A gaps analysis is a tool organizations use to 1) assess their current state of performance and impact, 2) envision a future or desired state of performance and impact, 3) conceptualize actions to move from the current state to the desired state, and 4) think about the priority level of each action.

Starting with the equity-related policies identified in Washington State through the Plan and Policy review of this study, we reviewed additional policies and plans from across the country to identify strengths and shortcomings in existing practices. This review along with a series of discussions with practitioners and a review of existing engagement efforts inspired thematic focus areas that either highlight opportunities to improve equity or underscore focus areas where equity efforts are currently succeeding. In the case of successes, we examined the efforts more deeply to identify gaps. These focus areas formed the basis of the gaps analysis for this study.

The gaps analysis aimed to name the current conditions and issues being faced across the State, and then to imagine ways to help cities move from the current conditions to the desired conditions, as expressed by residents. We applied the following steps for each focus area:

1. **Define current conditions:** Each focus area was described with a brief statement on the "current state" of the focus area based on a synthesis of findings from all plans and policies and methods and tools reviewed, meeting minutes and observations from project team meetings, findings from stakeholder interviews, and observations and findings from working group meetings.
2. **Define ideal conditions:** A brief statement on the "desired state" of the focus area was written for each, informed by a synthesis of findings from all plans and policies and methods and tools reviewed, meeting minutes and observations from project team meetings, findings from stakeholder interviews, and observations/findings from working group meeting.
3. **Find implementable actions:** The distance between the "current state" and the "desired state" was considered for each focus area and a non-prescriptive action was identified that would advance the initiative toward the desired state.
4. **Assess priority:** Each recommendation was assessed to determine the potential impact (negative) that could happen if the action is not implemented as well as the potential impact (positive) if the action were to be implemented. Actions that are not implemented that could result in undermining goals towards

equity and implemented actions that could bolster equitable outcomes were ranked "high priority." Actions that are not implemented that could lead to temporary setbacks or partial undermining goals towards equity and implemented actions that could build momentum for advancing equity were ranked "moderate priority." Actions that are not implemented and implemented actions that speak to the overarching values of equity but do not necessarily impact outcomes were ranked "low priority." It is important to note, that all of the recommendations are priorities; the ranking system is simply used to determine sequence and frequency of actions.

GAPS ANALYSIS FOCUS AREAS

Recommendations for each focus area were informed by lessons learned from existing methods and policies within the transportation sector. The focus areas were assigned a priority ranking to assist with prioritization of related actions.

HIGH PRIORITY

High priority focus areas require complex and frequent intervention for true transformative impact to occur. They are focus areas that have multi-generational implications and should receive the bulk of engagement and planning resources. It is not recommended to combine high priority focus areas with each other because they are conceptually intertwined and need to be addressed with a great deal of nuance.

Disability Justice

Current State Equity strategies tend to mention the needs of people with disabilities without providing guidance, mandates, or goals related to the ways people with disabilities are experiencing transportation and mobility.

Desired State Equity strategies should center or entirely focus on improving transportation access and experiences for people with disabilities. The principles of Universal Design[84] can be used to guide design that meets the needs of all people, regardless of ability, and create accessible, functional, and pleasant transportation facilities that benefit everyone. Universal Design principles should also be used in communications and other products a city develops.

Approaches to address inequities should repair past and ongoing harms and go beyond the baseline that is required by policies such as the Americans with Disabilities Act (ADA). They should instead be driven directly from the priorities of people with cognitive and physical disabilities. People with disabilities should be among paid staff who inform all aspects of project and program development.

Decarceration

Current State Existing efforts to achieve traffic safety and mobility access simultaneously increase the number of police interactions, citations, and fines. Vision Zero and other active transportation campaigns have promoted enforcement and relied on surveillance mechanisms such as automated enforcement. As discussed in the chapter *Racism in Existing Policies and Practices*, enforcement-based approaches to traffic safety have resulted in racially disparate impacts to mobility and threats to personal safety.

Desired State Approaches to achieving traffic safety should incorporate a root cause analysis to direct the proper solution to the proper problem. Traffic enforcement efforts should include a comprehensive analysis of downstream impacts including unsafe interactions with police, exacerbating economic inequities, and incarceration. Alternatives to traditional policing[85] and "self-enforcing" roadway design that mitigate speed-related crashes[86] should be used in the development of programs.

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[84] National Disability Authority. The Seven Principles.
[85] Vera Institute. (2021). Investing in Evidence-Based Alternatives to Policing: Non-Police Responses to Traffic Safety.
[86] See Tacoma Vision Zero Plan as example.

Economic Justice

Current State The processes for developing and implementing transportation advancements often neglect to consider the potential of increased houselessness and job inaccessibility stemming from the intervention. If these dynamics are explored, it is typically superficially. Rarely are imminent negative impacts to the economic circumstances of individuals or a community sufficient to abandon a project altogether. Agencies negotiate Community Benefits Agreements, often facilitated by the private sector and in collaboration with community-based organizations, to represent and protect a community's interest. However, the enforcement of such agreements often favors agencies and gives communities uneven bargaining power.

Desired State Bold interventions such as subsidized transportation, community-based cooperative agreements on micromobility and shared-mobility rollout plans, and mobility access partnerships with social services providers should be included in mobility plans. The temporary and long-term economic impacts of transportation projects should be carefully considered and mitigation efforts should be non-negotiable where economic impacts are anticipated.

Trauma-Informed Transportation Planning

Current State Current planning practices consider equity broadly and seek alignment with equity goals defined in high level plans. Equity is applied in a blanket manner while sensitivities and vulnerabilities at the community level have minimal influence on the ultimate direction of the city and its agencies.

Desired State Throughout the planning process, cities should identify those who are experiencing the disproportionate negative impacts of inequities and direct special focus on addressing these impacts. Planning should happen through community-based planning methods, guided by impacted communities and their histories in the city to develop planning priorities. Field-collected ridership and mobility counts should supplement modeling methods to factor in travel demand that may differ from conventional patterns, especially where neglected or excluded travel may stem from historical and current community trauma (i.e., trips are not taken due to circumstances that threaten or inflict physical or psychological harm). Trauma-informed work is typically conducted by public health practitioners and social scientists; partnering with practitioners in these sectors will open new approaches, data, and perspectives to transportation planning processes.

MODERATE PRIORITY

Moderate priority focus areas could experience a decline in quality of outcomes without intentional inclusion in engagement and planning efforts. These are focus areas that represent the core of long-term aspirations for improving quality of life outcomes through transportation planning. These focus areas should be addressed with specificity and intentionality and should not be merged with other focus areas unless there is a clear alignment or correlation.

Systemwide Accountability

Current State The conceptual development of equity programs is often outsourced from cities to consultants or community-based organizations because of a lack of available workforce or expertise within agencies. The subsequent implementation, however, is dependent on the city and its agencies. This disconnect can lead to inconsistent, partially adopted, or underfunded implementation. Policies, priorities, resource allocation, and data collection are inclined toward equity aspirations (and are sometimes strongly encouraged) but implementation and operationalization become optional, which undermines key objectives and exacerbates harm.

Desired State The development and implementation of equity interventions should take place with the complete buy-in of agency staff and leadership, such that the resulting plans, commitments, programs, and policies are sustainable, adequately resourced, and fully operationalized. Mandates and agency policies should provide a concrete set of expectations and procedural directives that facilitate system-wide attainment of equitable outcomes through policies, priorities, resource allocation, and data collection. Further, the interventions should be

integrated into ongoing and standard procedures to establish systematic and consistent implementation rather than ad-hoc or isolated application. Methods for monitoring progress and performance should be created and the results considered among other key performance metrics.

Culture Affirming

Current State Aspirations toward diversity and multiculturalism fail to achieve equitable outcomes without understanding of the root causes of inequities. Distinct communities and their experiences are typically aggregated into datasets to conduct required analyses and address data and methodological limitations. Racial equity strategies rarely mention the needs of Indigenous people. When they are mentioned, it is rarely inclusive of specific or direct repair for the atrocities inflicted upon Indigenous people. Further, quantitative and empirical analysis relies on data, such as the Census, where Indigenous people are represented as small percentages of the total population or non-existent.

Desired State Cities should develop an understanding of racialization[87] to replace aspirations of diversity and multiculturalism that are more performative than effective. People and their experiences should be discussed in ways that reflect the systems, structures, and processes that lead to racially-specific outcomes, using engagement approaches such as oral histories and resident leadership programs. Analyses and interpretation of results should recognize the distinct circumstances and experiences of various communities and Indigenous experiences and histories should be centered.

Cross-Disciplinary Planning

Current State Transportation planning is often siloed. Collaboration between planning functions and engineering, maintenance, or other functions is often limited. Additionally, there is minimal collaboration with other agencies outside of transportation who have clients that are directly impacted by transportation planning and outcomes.

Desired State Planning agencies should leverage cross-disciplinary relationships to address the mobility needs of residents in ways that benefit their lives holistically. Instead of defining project bounds by linear constraints on maps, practitioners should work with those outside their agencies and outside of government structures to map community issues and to design mobility interventions that can more broadly improve quality of life outcomes throughout the city. Community engagement should include language justice (i.e., best practices[88] for creating inclusive multilingual spaces) that go beyond simple translation and interpretation to consider dialect and regional culture and value all languages equally. Aging adults should be protected and empowered throughout decision-making processes and youth leaders in communities should be given power. Community engagement should include those who have historically been left out of discourse (such as sex work advocates, Indigenous people, immigration advocates, formerly incarcerated people, and those who have been involved in gang culture).

Environmental Justice

Current State The compounding environmental impacts of mobility planning and transportation planning decisions are assessed through antiquated environmental analysis processes that fail to account for the disproportionate negative impacts stemming from environmental racism. The result of over-reliance on standard environmental protocols is that communities who need environmental justice also bear the brunt of climate resilience efforts and receive fewer benefits. Low-wealth communities can suffer the cost of environmental sustainability efforts in cases like siting facilities to manufacture and store electric buses in low-wealth communities, improvements to arterial roadways and transit facilities in low wealth communities for non-resident access, and neglecting supporting policies to combat displacement due to gentrification.

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[87] Racialization is the process of attributing racial categorization and meaning to groups, subjecting people to differential and/or unequal treatment based on this construction. Racialization also includes using the construction of "race."
[88] The Praxis Project. (2012). Language Justice Toolkit. ; Antena Aire. (2012). How to Build Language Justice.

Desired State Principles of environmental justice should supersede climate resilience values to ensure low wealth communities are made whole through environmental planning. Environmental assessments should be supplemented with other forms of sociological analyses to ensure environmental impacts are accurately anticipated and mitigated in ways that are culturally-relevant.

LOW PRIORITY

Low priority focus areas are still essential to successful planning and implementation, however, these areas already received significant amounts of attention and prioritization in the state.

Critical Analysis

Current State Agencies adhere to existing standards and protocols in letter while the intentions at the basis of the requirements go under-realized or neglected because of procedural adherence. This includes inappropriate uses of equity commitments; more general or overarching goals are articulated as equity goals as opposed to establishing the equity goal as the point of departure for creating new interventions.

Desired State Equity processes and metrics should be unambiguous and provide a clear pathway to transformative planning and public engagement. Agencies should leverage available tools while questioning the efficacy of processes and being flexible when it becomes apparent that a certain process or tool is not effective. Root cause analyses, various forms of social justice, and intersectional analyses can provide new, equity-focused forms of evaluation and guide practitioners through the entire life cycle of projects.

RECOMMENDATIONS TO BRIDGE THE GAP

The recommendations to move from the current state to the desired state study were categorized into the framework of progression to transportation equity planning. The list of recommended actions below and in Appendix B is not comprehensive and is not meant to define activities at each stage. Rather, it is a set of recommendations that cities can draw from to advance their practices towards any stage and address the gap analysis focus areas.

Since the progression is not a linear path, the recommendations do not depict a linear process or suggest a step-by-step approach. A city that is beginning to understand disparate outcomes could be applying recommendations for operating with an equity focus and a city that has established frameworks and DEI practices for hiring may still need to examine how outcomes vary across different populations.

The intent is not that a city applies all of these recommendations, but that they are used to motivate and direct cities towards more effective approaches that develop just system outcomes. The recommendations provide direction but are not prescriptive because incorporating equity into planning is heavily contextual. For instance, "equity consideration" in decision making can range widely; there is not a singular type of equity consideration that should be accounted for. Each city and agency should work to determine what the considerations are and how they translate to decision making.

This study acknowledges that Washington's cities and towns are on different points in their journey of acknowledge, assessing, and addressing transportation inequities and that this work can be overwhelming. Several of the interview participants shared words of encouragement and advice that lead to the consistent message: "take the first step, and then the next steps." Ultimately, understanding and addressing equity is a process that will evolve and expand over time, requiring commitment and collaboration from many – and even one person is enough to start.

Cities are encouraged to apply the following recommendations to begin or continue their work to advance equity and create a just transportation system.

UNDERSTANDING EQUITY AND DISPARATE OUTCOMES

- Use resources like the *Racism in Existing Policies and Practices* primer from this report to understand impacts of transportation policies and practices on equity-seeking populations. Seek out and create educational materials for city staff and residents.

- Designate equity-seeking populations. Understand demographic patterns of your city through mapping (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples).

- Engage with equity-seeking populations to identify needs and disparities. Employ Engagement Recommendations from this chapter.

- Develop a shared definition of equity. Where possible, work with other local departments or organizations that have defined equity to align efforts.

PLANNING WITHIN AN EQUITY FRAMEWORK

- Create equity vision, framework, and/or goals in planning documents. Create a dedicated team to lead department-wide strategic equity goal(s). Clearly depict and link equity in project and programmatic budgets.

- Conduct quantitative analysis of impacts on equity-seeking populations (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples). Examine how outcomes vary across different populations.

- Consistently deepen community engagement by involving, collaborating with, and empowering the public. Develop engagement plans that are built upon the lived experiences and challenges expressed by equity-seeking populations. Employ Engagement Recommendations from this chapter.

- Expand designated populations to include equity-seeking populations beyond the common demographic designations (such as race and income) and include additional communities based on needs and disparities identified through qualitative data collection. Potential equity-seeking populations are discussed in *Impacts of Transportation Investment Patterns on Designated Populations* chapter of this report.

- Recognize the intersectional nature of identities. Assess how different identities, when taken together, affect and compound individuals' experiences.

- In addition to transportation-specific analysis, evaluate relevant environmental and economic impacts. Create environmental and economic justice profiles of who is and has been affected and establish impact thresholds for prioritizing transportation investments, not to mitigate impacts, but to remediated them.

- Ensure the cultural identities that define and comprise project areas are visible in conceptual designs and policies in overt, straightforward ways. Instead of aiming for a "melting pot," support culture-bearing that celebrates specific identities within communities.

OPERATING WITH AN EQUITY FOCUS

- Apply equity considerations in decision making on projects, programs, and funding investments. Implement equity interventions, mandates, plans, and policies through concrete procedures and back implementation with funding.

- Create systems for accountability that include community feedback and metrics to evaluate performance towards equity.

- Establish widescale frameworks for staffing, funding, and implementing projects and programs in ways that fully integrate focus areas identified in this chapter. Frameworks will institutionalize equity considerations as opposed to addressing them with ad hoc, project-based, or reactive approaches.

- Identify ways existing requirements can be used to improve equitable outcomes. Define where regulatory mandates can facilitate recommendations for equity from this report and elsewhere.

- Identify and apply alternatives to policing to enforce traffic laws. Examine existing practices that promote, rely on, or exacerbate the incarceration or surveillance of residents in project areas. Explore how traffic laws impacts equity.

- Establish standards in engagement, design, and service provision beyond the Americans with Disabilities Act (ADA that prioritize people with disabilities. Apply universal design principles to projects, programs, activities, services, and communications.

- Integrate social scientists in planning, engineering, design, and operations teams as technical partners. Borrow tools to understand and advance equity from other industries and fields.

ACHIEVING EQUITABLE OUTCOMES

- Demonstrate positive outcomes towards equity - minimize existing disparities, do not cause undue burdens, provide benefits to those that need it most.

- Community voices lead decisions and drive outcomes.

- Engage in cross-sector planning with divisions and departments outside of transportation such as housing and public health. Create interdisciplinary communication channels, work groups, and initiatives on and around equity.

- Develop strategies for programming and implementation that reverse the impacts of policing and criminalization from transportation on communities.

- Bring awareness to silenced histories, potential to worsen trauma, and opportunities for healing through planning. Collaborate with social scientists, local universities, and community leaders to establish a task force or advisory committee that recognizes communities' traumas and informs their planning by them.

EXPERIENCING JUSTICE

- Apply principles of mobility justice to address not only "streets" but the "socioeconomic, cultural, and discriminatory barriers to access and comfort different communities experience within public spaces."

- Practice community-based planning that honors and enhances the dignity of those impacted by the project, program, or policy. Honor the ways each person sees themselves, how they want to feel and be, and what respect looks like from the individual perspective or lived experience. Fortify and create spaces and processes where dignity can be expressed, accounted for, and accommodated.

Equity through Dignity

Derived from the Public Health sector, the following elements are the most frequent and consistent measures of dignity identified through studies across multiple sectors:

Being Understood More than being "heard," the desire to be understood is a critical element of a conception of dignity. Understanding requires a critical analysis and an active demonstration of understanding. Special

attention should be given to non-verbal communication from public service providers and planners that may either demonstrate a lack of understanding, interest in understanding, or a dignified level of understanding. This shows up in processes and outcomes. Fatal flaws in an intention to convey understanding include:

- Ambiguous or unclear fact sharing
- Final projects or outcomes that conflict with what was communicated initially
- Failure to incorporate feedback

Bodily Autonomy Bodily autonomy is the belief that there should be irrevocable self-determination in movement, access, navigation through space, and the policies that govern these elements. This is not synonymous with "bodily control" which is focused on physical ability. Bodily autonomy is about the freedom to govern one's body without force or coercion.

Community Connection Community Connection is being physically or spatially connected with a community. This is not the same as being "in" a community or a member of a community (although that is an important cultural consideration). This element is about social cohesion, or the solidarity and connection among people in a community built on their sense of belonging and relationships. Examples of opportunities for community connection include sacred gathering spaces (not synonymous with but including religious gatherings) and direct action or protest. Honoring community connection means to consider the delicate spatial ecosystem that is "community."

Hope Hope as an element of dignity is the consideration and facilitation of an expectation of positive outcomes. To that end, it is important to be clear about the potential for negative outcomes. Given the history of government interactions in communities of color and low-income neighborhoods, where hope has been undermined and harm has been inflicted, building hope (and trust) will require additional effort.

Love In her book "All About Love," bell hooks defines love as "the will to extend one's self for the purpose of nurturing one's own or another's spiritual growth...Love is as love does. Love is an act of will–namely, both an intention and an action." We should focus on the latter half of the definition and recognize that working in the interest of nurturing another's capacity to thrive has to be anchored to a capacity and willingness to act on our intentions in a timely and dependable manner.

Relief from Suffering Dr. Eric Cassell defines relief from suffering as "the moral act of respect for humanity and for human dignity. Constant, wracking, and mind-twisting pain separates a person from himself and from loved ones. It shatters human integrity. Adequate control of pain is, then, an essential part of living an integrated life." The important point here is that our planning and public service efforts often focus on quantity as a measure of quality of life. This has worsened conditions of suffering and created or compounded outcomes that shatter notions of humanity throughout our society.

Sense of Home Sense of home is not about a specific structure or geography. In his book "Giovanni's Room" James Baldwin describes home as "not a place but simply an irrevocable condition." This element is defined by its context, to experience a condition of belonging, comfort, and even joy. It is crucial to understand the impact of disrupting a sense of home and the trauma of acclimating into and out of places. Within the context of planning, it is important to see the ways that infusing characteristics of one community into another could destroy a sense of home for many people–or trigger reminders of trauma associated with the imposing culture.

Sense of Purpose Sense of purpose is not synonymous with selflessness, moral compass, or altruism. Rather, it is self interest that aligns with a desired outcome for the greater good. The ability to connect one's own interest to a greater good is an element of dignity.

Sense of Routine Sense of routine can provide linkages between one's personal history and one's ecological, sociohistorical, and cultural contexts throughout life. It can contribute to a continuous sense of self that is created and reflected through everyday practices and is linked with wellbeing. In planning, we should ask the question: In what ways do we disrupt the sense of routine in the name of improving quality of life?

ENGAGEMENT RECOMMENDATIONS

A key gap identified in this study is that quantitative data is insufficient to understand the impact on communities holistically and the lived experiences of equity-seeking communities; however, qualitative data is not often used to direct investments and decisions. Elevating data from community engagement is essential to plan more equitably. In fact, for more equitable and just outcomes the voices of people who have been marginalized should not only inform and influence decision making but lead it.

To help improve engagement efforts, we recommend high-level engagement recommendations in Appendix C. These community-based planning examples address the nine gap analysis focus areas and provide activities and activations that illustrate the process for transforming the themes and recommendations in this report into direct outcomes at the community level. They are informed by the following functions of community engagement.

CONNECTING COMMUNITY

Activations that fortify community connections cultivate the political and social will of residents and create opportunities to build or repair relationships with agencies and organizations that seek to do work in the community.

CAPACITY BUILDING

Capacity building activities usually include an educational component where community members receive insight into the planning process, receive tools for civic engagement, and, sometimes, get the opportunity to co-design a process or policy that will directly impact their community. Capacity building activities often function as peer learning experiences. Given the nature of the planning process, capacity building should be a functional component of engagement activities throughout each phase of transportation projects.

ORGANIZING

Community organizing activities help foster the formation and goals of coalitions, develop residents as leaders in the community, and, sometimes, center a campaign that represents the collective interests of the community. Organizing is a function of engagement that has to take place at a point in the project when the values and assertions being leveraged can actually influence a decision or the direction of the project.

DIALOGUE

Engagement activities that promote dialogue typically take on the format of a forum, roundtable, open house, panel, or circle. When planned meaningfully, dialogue-based engagement activities can afford a substantial common ground for all participants. Similar to capacity building, dialogue can and should be an intentional component of engagement across all phases of the project.

DIRECT SERVICE

Direct service activities aim to meet an immediate need for participants and their community while also raising awareness about an issue, project, process, or opportunity within that community. Direct services are excellent compliments to an engagement or community-based planning effort. Practitioners should resist the temptation to anchor much needed direct services or mutual aid to critical decision-making opportunities. Incentivizing engagement is helpful, but attaching basic needs to engagement is degrading.

PARTICIPATORY RESEARCH

Participatory research is a method of research that, by way of it being participatory, triggers a subsequent action based on the research findings. Participatory research activities are a process of co-learning and acting where decisions are made along with the community, as opposed to happening to the community. Participant knowledge and insight are the primary basis of this inquiry. Participatory research is a functional component that grants residents an opportunity to contribute their own perspectives to important datasets while also co-facilitating data analysis. This is a great way for project staff to avoid implicit bias in data collection and analysis and can be incorporated into all phases of a project.

PARTICIPATORY PLANNING

Participatory planning activities help to inform an outcome in the community, help create buy-in, and support the end product. Participatory planning is an opportunity for residents to place themselves in the practitioner seat.

RECOMMENDATIONS FOR FUTURE WORK

This project cast a wide net to understand and present current equity and investment practices and policies, methods for assessing equitable transportation planning, and practices to advance equitable outcomes from the transportation system. It provides resources and tools and a roadmap for the journey to advance transportation equity, but does not represent a comprehensive collection of methods or recommendations. Throughout the project, we identified areas that cities could explore more deeply in their context or that additional statewide projects could examine.

> » With a statewide review of cities, more specific recommendation on tools and resources could be developed given their data availability, city needs, or stage of progression, based on the findings and frameworks from this study.
> » A number of limitations for data and methods were identified through this study. Cities can share ways they interpret and apply the results of analyses that account for these limitations and how they supplement quantitative analysis. Cities may also have specific questions about addressing these limitations that can initiate future studies.
> » This study did not investigate best practices for shifting internal agency culture toward equity. It is a critical component in operationalizing equity and needed to achieve equitable planning.
> » This study identifies high level needs for equity-seeking communities, however, each community in each city will have specific needs and will face specific transportation impacts. A city can use the resources in report to understand these needs and impacts as well as disparities for these communities. Sharing these findings amongst cities can help others identify needs and impacts as well.

» This report provides an overview of equity analysis tools and methods, however, understanding equity impact extends beyond standard transportation analyses. Additional analysis of economic impacts, downstream enforcement effects, and environmental outcomes are needed to provide a comprehensive understanding of transportation's impact on inequity and identify holistic solutions.

» Rural cities and towns have distinct equity challenges. Although the work in this report can be helpful, specific focus should be given to understanding and addressing inequities in rural areas.

» Housing greatly affects equity. Affordable housing and houselessness are significant issues affected by and influencing transportation.

ENGAGEMENT WITH THE PRACTITIONERS AND STAFF WORKGROUP

ENGAGEMENT WITH THE PRACTITIONERS AND STAFF WORKGROUP

This project drew heavily from documented resources, and also acquired knowledge directly from practitioners through interviews and a project work group. This chapter summarizes the findings, experiences, examples, and recommendations provided by those who work at cities, government agencies, tribal nations, non-profit and advocacy organizations, and research institutions.

PRACTITIONER INTERVIEWS

The Project Team conducted interviews with practitioners to gain critical insight on how various municipalities, agencies, and organizations are and have been engaged in equity-related work.

LIST OF INTERVIEWEES

The Project Team conducted ten (10) interviews with twelve (12) individuals from various sectors – government (6), advocacy/non-profit (3), university/research (2), and tribal nations (1). The interview participants represented a wide range of perspectives and experiences on government equity practices. Their roles and responsibilities ranged from senior leadership to policy and data expertise to program coordination and management, and their day-to-day work includes collaboration with elected officials, agencies/departments, and staff at the state, regional, local, and tribal nation levels; universities and public research institutions; and the general public. The interview participants included:

- Candice Bock, Government Relations Director – Association of Washington Cities
- Emma Shepard, Communications Manager – Association of Washington Cities
- Annya Pintak, Transportation Equity Program Manager – Seattle Department of Transportation
- Spencer Gardner, Director of Planning Services – City of Spokane
- Colin Hurst-Quinn, Assistant Planner II – City of Spokane
- Hester Serebrin, Policy Director – Transportation Choices
- HollyAnna Littlebull, Traffic Safety Coordinator – Yakama Nation
- Bucoda Warren, Chief Policy Analyst to the Mayor – City of Tacoma
- Anat Caspi, Director, Taskar Center for Accessible Technology – University of Washington
- Michael Redlinger, Associate Transportation Planner – Spokane Regional Transportation Council
- Joan Davenport, Community Development Director – City of Yakima
- Beth Osborne, Vice President of Transportation and Thriving Communities – Smart Growth America

SUMMARY

The questions asked during the interviews fell into either one or both categories: baseline conditions or tools and methods. Questions in the baseline category were meant to assess and describe the impacts of transportation investment patterns on designated populations. Responses to these questions are intended to provide some guidance on how the JTC can support efforts to educate city and state officials on the impacts of current and historical city transportation investments on designated populations including communities of color, low-income households, vulnerable populations, and displaced communities.

Questions in the tools and methods category were meant to explore transportation equity assessment tools and methods that cities and towns can use to assess inequities within their own jurisdictions and communities. These may include metrics like location quotients to assess and compare indicators across geographic areas (e.g., study area vs citywide), or screening tools that overlay demographic and environmental data to observe what overlaps exist, where they are located, and to what degree, to better understand levels of risk for environmental hazards. Responses to these questions are intended to help the JTC recommend practices and strategies that Washington's cities and towns can use to improve, diversify, and expand transportation investments to address and redress existing inequities.

KEY THEMES

The questions and responses have been grouped into the twelve (12) themes listed below. Quotes from interviewees have been included to provide unique insight, followed by a narrative summary of all the responses received for each question. More in-depth, organized notes from the interviews can be found in Appendix D.

Catalysts – Getting Started

How did your work on equity get started? How was it initiated? Who was involved?

> *"Equity is not just the deliverable, but also the process. You have to work with people within institutions to achieve institutional change." – Annya Pintak, SDOT*

Through these interviews, the Project Team was able to capture the range of issues and events that triggered planning, research, programmatic, and policy initiatives on equity. These catalysts included affordability crises, citizen-led lawsuits, drastic demographic shifts, disparities in health outcomes and traffic fatalities, barriers to access and opportunities, and gaps in city services. For one interview participant, their organization's board wanted to develop new goals related to technical assistance at a time when staff were already discussing equity issues internally and had a growing desire to provide concrete work in support. For another interviewee, the catalyst for their research built on previous work that explored widening disparities in traffic fatalities of Black and Native American individuals, and the realization that less people driving on the roads – during the COVID-19 shutdown – did not necessarily reduce road deaths.

Starting equity initiatives, however, does not mean they are sustained. There must be sufficient buy-in, commitment, and ongoing support. A couple of interviewees who work in local government spoke on the role that their city councils played in getting the work started. In one city, perhaps because council did not have a clear understanding or plan for their advisory committee past a certain task, it ultimately grew stagnant. For the other city, the interviewee staffed the working group and played a key role in facilitating the process in its early phases to build and maintaining the momentum until it matured. It has since taken on a life of its own and played a role in shifting organizational culture and protocols.

Understanding and Defining Equity – Setting the Tone

What is your definition of equity? How is that definition used?

> *"We believe transportation must meet the needs of communities of color and those of all incomes, abilities, and ages. Our goal is to partner with communities to build a racially equitable and socially just transportation system." – Annya Pintak, SDOT*

Creating an organizational definition for equity is an important step in the process. It establishes a level of understanding, sets the tone for the overall work, and provides some guidance for specific tasks and projects that meet goals and objectives. Roughly five (5) of the departments, agencies, and organizations represented by the interviewees had not adopted an official definition of equity, which does not necessarily mean those conversations are not or have not been taking place. One participant shared that the concept of defining equity has been

daunting for many and the definition is always evolving. Another participant expressed that their organization had adopted equity goals in years prior, but not yet a formal definition. Other participants spoke on the challenge of understanding the nuances of equity (e.g., racial/ethnic, geographic, economic, age, gender, etc.).

For those participants who work in spaces that have adopted definitions – or are currently working on it – they have looked to and built off language passed by their city councils, a couple of which have created offices of equity, inclusion, and civil rights. In almost every case, people look to others who have already done this work for inspiration and information on how to do the same within their own communities.

Goals and Objectives – Plotting a Course
What are your goals on equity? How does your work advance these goals?

> *"We want to go beyond removing barriers by rebuilding the way we do business."*
> *– Bucoda Warren, City of Tacoma*

Equity goals are a way of making a vision of the future more concrete by setting quantitative and/or qualitative targets and calling out focus areas. Typically, equity goals vary in scope and scale – institutional, programmatic, geographic, procedural, operational, policy, and data-driven or empirically-based. To better understand the past, measure the present, and plan for the future, combining these goals can create a higher degree of impacts. The following represents a sample of equity-related goals shared by interviewees:

- racial equity training for elected officials
- normalizing equity language
- technical assistance and implicit bias training
- consistent and standardized data collection
- network/coordination of stakeholders
- transparency and accountability
- community engagement
- performance evaluation

Although creating equity goals is important, they are not static. The goals should be revisited on a regular basis (e.g., annually, biannually, etc.), which allows those most closely involved in the work to ensure that the goals respond to issues and concerns in real-time and are not falling behind. This process may also involve the participation of advisory committees or working groups that have been convened to support equity-related work, as well as elected officials, department leadership, and the public.

Exploring and Assessing – Doing the Work
How do you currently explore and assess transportation- and mobility-related inequities? How is this information shared?

> *"Cities are always looking for implementable tools and case studies to move forward with (local and/or comparable examples). They want to know what the best, low-barrier ways are to start implementing equity in transportation systems." – Emma Shepard, AWC*

There is no "silver bullet" when it comes to exploring and assessing issues of inequities – no one dataset or index or report is enough to tell the whole story. Interviewees use different methods and strategies to dive deeper into this work, such as the CDC's Social Vulnerability Index, Washington's Environmental Health Disparities Map, quantitative (risk assessments and surveys) and qualitative (interviews and focus groups) data, social equity maps, and service studies and existing conditions analyses.

An important step in exploring and assessing these issues is questioning the methodologies and "best practices" that others have used. For example, and interviewee shared that, while many have used and still use walk scores, these are not wholly representative of people's experiences due to how different barriers affect different people. Fresh food sources may be within ¼ mile from a person's residence but, if the network does not actually connect them to that source, this is still an issue. As another interviewee shared, "the shift to be intentional about using qualitative information has been helpful, because quantitative data only shows so much".

The ability to explore transportation inequities is, in no small part, determined by capacity, which includes staff, skillsets, resources (e.g., funding, hardware, software, etc.), and time. This capacity varies from city-to-city, and town-to-town, as well as across sectors. Where capacity is an issue, a possible solution is cross-sector partnership where resources can be shared and leveraged to maximize reach and impact.

Learnings and Observations
What have you observed through your work regarding the inequities of the impacts of transportation?

> *"While you may want to achieve the same things, the specific needs of people are very different*
> *depending on where they live and what communities they are part of.*
> *Challenges are different, and people's capacities are different."*
> *– Michael Redlinger, SRTC, on the differences between urban and rural contexts*

Interviewees shared some of what they have learned and observed, which are as varied and diverse as the work itself and the cities, towns, and communities within which it takes place:

- "The data we use to inform what governments use to reconfigure bus routes are missing huge swaths of information. It misses the people who choose to go by cash or disclose their disability on the ORCA card registration. That data is biased in multiple ways and renders some groups invisible."
- "Algorithms need to be trained to see and interact with people with mobility issues; they need to know outlier behaviors."
- "In Spokane, it's clear that many people depend on biking, but not by choice. As a result, they're out on very dangerous roads out of necessity."
- "Transit access is needed in Yakama Nation for access to medical and social services that largely exist in Seattle or Spokane. Additionally, rising gas prices are creating financially infeasible commutes for students and minimum wage workers. The Yakama Nation is looking for rail and transit service with a multimodal hub that includes a park-and-ride, access to trails, and a full transit center."
- "People love to say how much they love equity but, when it comes to (re)distributing funds, people become resistant."
- "There's a north-south dichotomy in Tacoma, where there's a greater lack of resources and investments further south in the city."
- "There are disproportionate numbers of Black, Indigenous, and other Persons of Color killed or harmed by transportation, either due to a lack of investment in those communities, financial and physical harm from policing and enforcement, and interpersonal safety, among others."

Inspiration and Insight
Who else is doing interesting work in monitoring, studying, and reporting on transportation inequities?

> *"We're looking into using drones to reach roads that connect to cultural access points that are not*
> *well-maintained or currently unreachable. There are areas where bridges need to be replaced,*
> *which is limiting access to cultural sites that are protected rights in the treaty."*
> *– HollyAnna Littlebull, Yakama Nation*

Given the complex and layered nature of equity-related issues, interviewees look to their peers as a source of inspiration or insight on how to engage in this work. Whether at the individual or institutional level, positive examples and case studies can help build momentum and frame a path forward. These examples range in scope and scale, geographic and regional contexts, and focus area, and included the following:

- how to build up diversity and representation in city staff,
- ways to avoid displacing residents and neighborhoods because of rapid development plans,
- ensuring parity when preparing for snow/rain/wind weather events, including communication barriers, and
- innovative methodologies for mapping equity

Interviewees also named the work of specific individuals, agencies, organizations, and cities across the country who they have looked to for guidance on equity issues, such as:

- Tia Boyd, Research Associate – University of South Florida
- Tamika L. Butler, Esq. – Tamika L. Butler Consulting, LLC
- Washington Department of Transportation, Eastern Region
- Spokane Regional Health District
- Disability Rights Washington – Seattle, WA
- Front and Centered – Seattle, WA
- Whose Streets Our Streets – Seattle, WA
- Urbanova – Spokane, WA
- The Kirwan Institute for the Study of Race and Ethnicity – The Ohio State University
- The Greenlining Institute – Oakland, CA
- Transportation Equity Caucus – PolicyLink

Engagement, Education, and Support

Who are you hearing from? What have you heard? Who has supported your work?

> *"There are a lot of assumptions about the way Black and brown people use micromoblity and ride-hailing services. We want to include anecdotes [in our work], so that we can question the 'good' assumptions." – Beth Osborne, Smart Growth America*

A critical component of assessing and addressing inequities is to uplift and center the voices of those who shoulder greater burdens of disparities and the harms caused by discriminatory practices – historically and currently. Their experiences and input should be taken with the same authority as the decision-makers, policymakers, funders, implementers, and operational personnel who play active roles in building out transportation systems. A common strategy is the creation and convening of "advisory committees" – which comprise technical experts, relevant government agencies and departments, local leaders, residents, etc. – who can share professional and personal insight on various issues, and provide feedback on initial findings, recommendations, and materials. These committees should be created with intention to represent diverse experiences and voices and to be demographically reflective of the communities they are part of. Similarly, partnering with local leaders (e.g., ministers and community organizers) to do targeted outreach with specific individuals and groups has been met with success.

Support for projects and initiatives focused on equity ranges from government to academic partners, to community foundations and organizations, to advocates and activists, and more. A growing engagement strategy is compensating committee members for their time and insight and acknowledging the value they bring to the process. Local laws and ordinances may present a challenge to providing these payments and a barrier to this equitable practice.

Key Questions
What questions are yet to be answered? What areas are yet to be explored?

> *"There isn't a unifying definition for transportation equity. Every department, legislator, or local jurisdiction gets to define it, or not." – Hester Serebrin, Transportation Choices*

As previously stated, equity work is a journey. Over the course of this journey, practitioners and researchers have come across new challenges and topics that merit closer consideration and interrogation. The following represent some of what interviewees had to share on this question:

- "Tribal stories are not all the same and tribes do not all have the same issues and problems. Similarly for the state, Seattle is not and does not represent the issues in eastern Washington."
- "The big one is affordable housing. We don't deal with that as an MPO, but it's emerging as an area that we need to pay attention to."
- "The homeless population and the significant amount of displacement that's happened in the last 5 years."
- "Rural communities have their own concerns. For example, in these environments, so few roads have infrastructure that you want very specific definitions on what is not there. In urban environments, we may want those specific definitions for sidewalks, as well as whether there's even a sidewalk there or not."
- "The majority of investments that come from the State are hand-picked projects from legislators. We need policy- and goal-driven decisions for investments so that it's not done ad hoc."

Tools and Methods
What has proven to be most effective in quantifying disparities?

> *"At a core level, you can't say that a group of people count if you don't count them…*
> *[and, at this time] we don't count pedestrians and we don't count cyclists."*
> *– Beth Osborne, Smart Growth America, on exposure data*

To explore, assess, and understanding inequities, the tools and methods used will vary depending on the level of analysis. A higher level and cursory understanding will require different data sets and analytical methods than deeper quantitative and qualitative dives. Given the wide range of expertise on equity issues, the tools and methods used by interviewees included Census and ACS data; the CDC's Social Vulnerability Index; local, state, and federal GIS data; purchased and/or open-sourced data; redlining maps and other maps; field verification methods; and proxy and composite scoring methods.

Changes Over Time
What has changed? How has your understanding evolved? How have you modified your approach?

> *"Institutional change. The largest impact of the Equity Framework is the guidance it provides us when addressing institutional racism in transportation policies, programs, and projects (delivery) and internally (organizational)." – Annya Pintak, SDOT*

> *"Removing notions of the binary 'yes/no' is important because reality is on a spectrum. The 'average user' is not representative of anyone." – Anat Caspi, TCAT*

Equity is a process, as is the act of understanding, assessing, and addressing equity-related issues. During this process, as shared understanding increases and deepens, new information will have an impact on this shared understanding and influence the questions that are asked, how they are asked, to whom they are asked, and how

that story is told. One interviewee shared that their city's equity efforts have led to a new way of doing business – they look for areas with less access and no services to good transportation and quality infrastructure. Another interviewee mentioned that they once relied on purchased data at the state level. Now, they also rely on and collect data through outreach and surveys.

A third interviewee expressed their work with an equity study of their town was the first real opportunity that many had to have an honest conversation on how their community had changed demographically. While this change has been polarizing, the necessary conversations were happening and were accessible. As another interviewee put it, because this topic can be overwhelming, sometimes the work is about guiding and inspiring people who are looking to take that next step in moving their communities forward.

Limitations

What obstacles have you faced in your work? What challenges have you experienced?

> *"Indices aren't meant to be a 'one-size-fits-all' solution for everyone. It's more of a 'first look' into existing equity conditions and disparities." – Bucoda Warren, City of Tacoma*

Data and information gaps are common challenges for many in this work. One interviewee spoke on the limitations of Census geographies and their desire to acquire new datasets to be able to explore and new things, such as key corridors that people use to travel, how they travel, and where they are going. Other challenges include the quality of the data being used and how it is used. Another interviewee expressed that equity should be part of standard policies and raised the question of how the State of Washington could bake this into its programs and funding mechanisms without "just adding checkboxes" that many have become adept as using to make their projects "look good."

Reception and Response

How have your constituents and/or your community responded to your work?

> *"People are hungry for ideas and for information." – Emma Shepard, AWC*

As cities and towns continue to share and communicate their work on understanding and assessing transportation inequities within their communities, the Project Team wanted to know how this information has been received. One interviewee expressed that being able to visually represent inequities is a much easier way of framing how people understand their own communities. The lived experiences of many notwithstanding, a visual component can illustrate disparities clearly, which validates those lived experiences and provides the opportunity to dive deeper into the "why." Indeed, being able to present these findings can provide much-needed context to what many may or may not already know and experience, proving to be another important step in a larger process of building a shared understanding of transportation inequities.

Encouragement and Advice

What would share with others who have been doing/are about do this work?

> *"Start with what you have." – Bucoda Warren, City of Tacoma*

This study acknowledge that Washington's cities and towns are on different points in their journey of acknowledge, assessing, and addressing transportation inequities – some have been doing this work for many years, some have just begun, and others may not know where to start. Several interviewees shared words of encouragement and advice, which included the importance of support from legislative bodies, the value of "putting your money where your mouth is" by funding local projects and initiatives rooted in equity, using high-level findings through state and federal data to at least get the conversation going, and learning from and centering the people who are most impacted by transportation inequities. The consistent message was to "take the first step,

and then the next steps." Ultimately, understanding and addressing equity is a process that will evolve and expand over time, requiring commitment and collaboration from many – and even one person is enough to start.

CONCLUSION

The experiences and expertise captured through these interviews represent a small sample of how nuanced efforts to address inequities can be. Regardless of scale and scope and size, there are challenges, but there are also incredible opportunities. These stories also capture the numerous ways that this work can progress through innovation, dedication, and perseverance. Inequities in transportation investment and the impact they have had on communities across the state are deep and historical issues that are not easily solved. For cities, towns, agencies, and organizations that had already engaged in this work, the first step looked different for each of them. As the process has evolved, so too has the nature of the work and its sphere of influence. The feedback received also illustrated the importance of engaging with the public not only as active particpants in the process, but as leaders and shapers of the work.

STAFF WORKGROUP MEETINGS

The Staff Workgroup convened to provide feedback on project materials and deliverables. The followings section documents the three Staff Workgroup meetings, synthesizes the Workgroup's input, and describes how its input impacted final project materials.

WORKGROUP GOALS

The Transportation Equity in Washington's Cities project had the stated goal of providing information, guidance, and recommendations that are helpful to all 281 cities and towns in Washington State. The Joint Transportation Committee (JTC) and the Association of Washington Cities (AWC) recruited the Staff Workgroup from cities across the state to provide feedback on the project to attain this goal. This group was composed of staff representing five Washington cities. The group convened at key project milestones to discuss the design and usability of project deliverables. The project team also heard from Workgroup members about their experiences implementing transportation equity initiatives and the barriers they face in furthering transportation equity in their cities.

PARTICIPANTS

The Staff Workgroup included staff from a variety of departments with differing roles from the following cities: City of Spokane, City of Yakima, City of Tacoma, Town of Twisp, and City of Port Townsend. For a complete list of the participating staff and their affiliations, please see Appendix E. The Association of Washington Cities (AWC) invited each member to participate with the intention of assembling a group that represented cities across a range of sizes, populations, demographics, experiences with equity efforts, and geographic locations, among other attributes. In addition to the Workgroup members, staff from JTC and AWC attended each meeting.

APPROACH

Meetings were 1.5 hours long and took place remotely through a web-enabled meeting platform. Workgroup members who could not attend each meeting were able to watch a recording.

MEETING FORMATS

The Workgroup met three times between August and November 2022. The project team facilitated each meeting, presenting relevant project information and materials. This section details the format of each meeting. See Appendix E for the Workgroup meeting agendas.

Meeting 1: August 22, 2022

Discussion Topics

In Meeting 1, we introduced the project and the Workgroup's proposed role. The project team shared information on and then discussed Task 1 (Impacts of Transportation Investment Patterns on Designated Populations) and Task 2 (Transportation Equity Assessment Tools and Methods). The agenda included the following elements:

- Review and confirm the designated populations list
- Share and discuss the list of proposed interviewees for Task 1 and Task 2
- Discuss the most useable format for the Plan and Policy Review and the Tools and Methods Review

Key Takeaways

- Designated populations: Workgroup members recommended that age be included in the populations prioritized for mapping and asked how the race and ethnicity categories accounted for Native populations. Members also suggested that data analysis should differentiate between people who use transportation versus people who need transportation.
- Interviewee lists: Workgroup members suggested additional regional and national interviewees, including representatives from the National League of Cities, Regional Transportation Planning Organizations, Regional Councils, and Washington State Department of Transportation.
- Plans and policy review: Workgroup members expressed concern that rural communities do not have the capacity or staffing to undertake formal equity planning efforts, which means that their wealth of knowledge is often undocumented. Additionally, members recommended that the plan and policy review include examples of policy application, as well as barriers to implementation.
- Tools and methods review: Workgroup members discussed a need for equity tools to account for poverty, as well as a need to better define poverty so that the outcomes of this project can be equitably implemented. Additionally, they recommended looking into activities that capture conversations or storytelling within communities.

Meeting 2: October 11, 2022

Discussion Topics

In Meeting 2, the project team presented on Task 3, Best Practices for Equitable Distribution of Transportation Benefits and Impacts. We first shared the initial findings from the plan and policy review and from practitioner interviews. We used an interactive Jamboard to discuss the limitations and opportunities of the Dignity-Infused Community Engagement (DICE) Gaps Analysis that Thrivance Group conducted. Thrivance Group developed the DICE approach, which is a planning and engagement framework that honors and enhances the dignity of those who will be impacted by a project. The DICE Gaps Analysis and findings are detailed in the *Best Practices for Equitable Distribution of Transportation Benefits and Impacts* chapter.

Key Takeaways

- Best practices guide: Workgroup members recommended the best practices guidance include examples of programs or tools that have been implemented in other jurisdictions to provide inspiration and guidance.
- DICE gaps analysis:
  - » Workgroup members expressed unfamiliarity with some of the equity-related language used in the DICE Gaps Analysis. They suggested that this might be a barrier to using the best practices guidance for city staff who are less familiar with equity practices.
  - » A member suggested a "readiness assessment" could help city practitioners identify the most feasible tools and best practices for their jurisdictions to meet transportation equity goals and requirements.

- » Some members requested that the best practices guidance clearly define equity in transportation planning so that city staff can link goals to implementation strategies, outcomes, and metrics.
- » AWC highlighted the potential negative impacts of legislative mandates on smaller jurisdictions, where resources are more limited.

- **Right-sizing equitable approaches:** Workgroup members shared experiences and ideas for implementing equity actions, creating accountability, and developing collaborations. Some ideas included ways to provide equity education for city staff members, information-gathering techniques, and successful partnerships.

Meeting 3: November 29, 2022

Discussion Topics

In Meeting 3, the project team shared the final project deliverables with the Workgroup and presented report findings. We shared how Workgroup feedback was incorporated into each project deliverable. We also gathered additional feedback on the final project deliverables. In closing, we shared next steps for the project.

Key Takeaways

- **Demographic Mapping:** Workgroup members expressed uncertainty about how to interpret, interact with, and apply the static maps. There is a clear need for an interactive option, including, but not limited to, a GIS map package.
- **Existing Policies and Practices:** Workgroup members recommended developing a visual summary of this information to accompany the memo, to ensure that key takeaways are easily accessible.
- **Catalog of Tools:** Workgroup members envisioned utilizing the Catalog of Tools for initial research to guide transportation equity planning and requested instructions for city staff on how to navigate the catalog itself.
- **Best Practices Recommendations:** Workgroup members suggested creating a scalable template for cities to use to map out the best practices that they can implement at a given time and can revisit periodically. In addition, the Workgroup recommended including examples of traditional planning outcomes compared to best practices implementation for cities of different sizes.

CONCLUSION

The Workgroup meetings played an important role in the development of each project deliverable as these meetings provided an opportunity for the Workgroup members to hear directly from the project team about the intended purpose of project deliverables and for the project team to get real-time feedback on each deliverable. The feedback and perspectives shared by city representatives at each Workgroup meeting was critical to the project, ensuring that the project outputs were informed by the expertise, needs, and recommendations of city staff – the actual implementers of any future transportation equity initiatives from this project. This cooperative process to develop each deliverable in collaboration with the Workgroup has resulted in guidance that is accessible and relevant to a diverse range of Washington jurisdictions.

TOOLE
DESIGN

APPENDICES AND ADDITIONAL RESOURCES

APPENDIX A: CATALOG OF TOOLS

SEE SPREADSHEET

APPENDIX B: BRIDGING THE GAP

RECOMMENDATIONS

Understanding equity and disparate outcomes	Planning within an equity framework	Operating with an equity focus	Achieving equitable outcomes	Experiencing justice
Use resources like the *Racism in Existing Policies and Practices* primer from this report to understand impacts of transportation policies and practices on equity-seeking populations. Seek out and create educational materials for city staff and residents.	Create equity vision, framework, and/or goals in planning documents. Create a dedicated team to lead department-wide strategic equity goal(s). Clearly depict and link equity in project and programmatic budgets.	Apply equity considerations in decision making on projects, programs, and funding investments. Implement equity interventions, mandates, plans, and policies through concrete procedures and back implementation with funding.	Demonstrate positive outcomes towards equity - minimize existing disparities, do not cause undue burdens, provide benefits to those that need it most.	Apply principles of mobility justice to address not only "streets" but the "socioeconomic, cultural, and discriminatory barriers to access and comfort different communities experience within public spaces."
Designate equity-seeking populations. Understand demographic patterns of your city through mapping (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples).	Conduct quantitative analysis of impacts on equity-seeking populations (see *Catalog of Tools and Methods for Assessing Equity* for optional tools and examples). Examine how outcomes vary across different populations.	Create systems for accountability that include community feedback and metrics to evaluate performance towards equity.	Community voices lead decisions and drive outcomes.	Practice community-based planning that honors and enhances the dignity (see *Best Practices for Equitable Distribution of Transportation Benefits and Impacts*) of those impacted by the project, program, or policy. Honor the ways each person sees themselves, how they want to feel and be, and what respect looks like from the individual perspective or lived experience. Fortify and create spaces and processes where dignity can be expressed, accounted for, and accommodated.

TRANSPORTATION EQUITY IN WASHINGTON'S CITIES

Understanding equity and disparate outcomes	Planning within an equity framework	Operating with an equity focus	Achieving equitable outcomes	Experiencing justice
Engage with equity-seeking populations to identify needs and disparities. Employ Engagement Recommendations from *Best Practices for Equitable Distribution of Transportation Benefits and Impacts* chapter of this report.	Consistently deepen community engagement by involving, collaborating with, and empowering the public. Develop engagement plans that are built upon the lived experiences and challenges expressed by equity-seeking populations. Employ Engagement Recommendations from *Best Practices for Equitable Distribution of Transportation Benefits and Impacts* chapter of this report.	Establish widescale frameworks for staffing, funding, and implementing projects and programs in ways that fully integrate focus areas identified in *Best Practices for Equitable Distribution of Transportation Benefits and Impacts.* Frameworks will institutionalize equity considerations as opposed to addressing them with ad hoc, project-based, or reactive approaches.	Engage in cross-disciplinary planning with divisions and departments outside of transportation such as housing and public health. Create interdisciplinary communication channels, work groups, and initiatives on and around equity.	
Develop a shared definition of equity. Where possible, work with other local departments or organizations that have defined equity to align efforts.	Expand designated populations to include equity-seeking populations beyond the common demographic designations (such as race and income) and include additional communities based on needs and disparities identified through qualitative data collection. Potential equity-seeking populations are discussed in *Impacts of Transportation Investment Patterns on Designated Populations* chapter of this report.	Identify ways existing requirements can be used to improve equitable outcomes. Define where regulatory mandates can facilitate recommendations for equity from this report and elsewhere.	Develop strategies for programming and implementation that reverse the impacts of policing and criminalization from transportation on communities.	
	Recognize the intersectional nature of identities. Assess how different identities, when taken together, affect and compound individuals' experiences.	Identify and apply alternatives to policing to enforce traffic laws. Examine existing practices that promote, rely on, or exacerbate the incarceration or surveillance of residents in project areas. Explore how traffic laws impact equity.	Bring awareness to silenced histories, potential to worsen trauma, and opportunities for healing through planning. Collaborate with social scientists, local universities, and community leaders to establish a task force or advisory committee that recognizes communities' traumas and informs their planning by them.	

Understanding equity and disparate outcomes	Planning within an equity framework	Operating with an equity focus	Achieving equitable outcomes	Experiencing justice
	In addition to transportation-specific analysis, evaluate relevant environmental and economic impacts. Create environmental and economic justice profiles of who is and has been affected and establish impact thresholds for prioritizing transportation investments, not to mitigate impacts, but to remediated them.	Establish standards in engagement, design, and service provision beyond the Americans with Disabilities Act (ADA that prioritize people with disabilities. Apply universal design principles to projects, programs, activities, services, and communications.		
	Ensure the cultural identities that define and comprise project areas are visible in conceptual designs and policies in overt, straightforward ways. Instead of aiming for a "melting pot," support culture-bearing that celebrates specific identities within communities.	Integrate social scientists in planning, engineering, design, and operations teams as technical partners. Borrow tools to understand and advance equity from other industries and fields.		

APPENDIX C: ENGAGEMENT RECOMMENDATIONS

SEE SPREADSHEET

APPENDIX D: PRACTITIONER INTERVIEWS

INTERVIEW PROTOCOL

Purpose

The overall purpose of the Transportation Equity in Washington's Cities study is to build a greater shared understanding of the scope and magnitude of transportation inequity in Washington's cities and towns, and to provide information, tools, techniques, and resources that will help cities and towns move towards a more equitable distribution of transportation benefits and impacts.

Scheduling the Interview

Toole will contact each interviewee by email to explain the purpose of the interview and to schedule a 45- to 60-minute time slot.

If the candidate is unresponsive after 5 business days, the researcher will follow up with the candidate by phone. If the phone call is not answered, the researcher will leave a voice message, where possible, and send a follow up email.

After the interview is scheduled and at least 3 days before the interview (where scheduling allows), the researcher will send an email providing the list of questions and details of informed consent.

Email to Solicit Baseline Interview

Subject: Interview for JTC Transportation Equity in Washington's Cities Study

Hello [CANDIDATE] –

My name is [NAME], and I am working with the Washington State Legislature's Joint Transportation Committee (JTC) on a study to understand the legacy of transportation investments made by Washington's cities and towns and the unequal distribution of benefits and impacts resulting from those investments. One of our first tasks is to assess and describe the impacts of transportation investment patterns on designated populations, which will help the JTC educate city and state officials on the impacts of current and historic city transportation investments on designated populations including communities of color, low-income households, vulnerable populations, and displaced communities.

To support this effort, we are conducting an initial round of baseline interviews to help shape the understanding of the depth and breadth of existing conditions of transportation inequity in the state. Given your role as [ROLE / within DEPARTMENT department], your perspective would be valuable in helping us set the foundation for this study and the recommendations that it will produce. The interview would take 45 to 60 minutes. If you'd be willing to share your thoughts with us, please let me know which of the following dates and times work best for you:

- *[LIST OF AVAILABLE DATES AND TIMES]*

Upon confirmation of this interview, I will provide the list of questions in advance. Thank you for the consideration and I look forward to hearing from you!!

Email to Solicit Tools & Methods Interviews

Subject: Interview for JTC Transportation Equity in Washington's Cities Study

Hello [CANDIDATE] –

My name is [NAME], and I am working with the Washington State Legislature's Joint Transportation Committee (JTC) on a study to understand the legacy of transportation investments made by Washington's cities and towns and the unequal distribution of benefits and impacts resulting from those investments. One of our first tasks is to describe transportation equity assessment tools and methods that cities and towns can use to assess inequities within their own jurisdictions and communities. Through this work, we aim to help the JTC recommend practices and strategies that Washington's cities and towns can use to improve, diversify, and expand transportation investments to address and redress existing inequities, especially where this concerns communities of color, low-income households, vulnerable populations, and displaced communities.

For example, [1-2 sentences about an existing tool/method…]

Given your role as [ROLE / within DEPARTMENT department], your perspective would be valuable in helping us set the foundation for this study and the recommendations that it will produce. The interview would take 45 to 60 minutes. If you'd be willing to share your thoughts with us, please let me know which of the following dates and times work best for you:

- [LIST OF AVAILABLE DATES AND TIMES]

Upon confirmation of this interview, I will provide the list of questions in advance. Thank you for the consideration and I look forward to hearing from you!!

Follow-up Email to Interviewees

[INTERVIEWEE] –

Thank you so much for agreeing to speak with me regarding the JTC Transportation Equity in Washington's Cities Study. I look forward to our conversation on [DATE and TIME]. Please keep an eye out for the Microsoft Teams meeting invite, which will be sent shortly. If you prefer another platform (e.g. Zoom, Google Meet, etc., please let me know.) As a reminder, please remember to check your spam folder if you don't see the meeting invite in your inbox.

Attached to this email is the list of questions we'll cover during our talk. This is meant to serve as a guide, not a script, so we can skip over questions or add others into the mix. Please feel free to reach out with questions at all. Thanks again!!

Task 1 – Baseline Interviews

Task 1 will assess and describe the impacts of transportation investment patterns on designated populations. In addition to a plan and policy review and data and demographic analysis, baseline interviews will be conducted to gain insight from those who have experience collecting data on and studying disparities in and across demographic groups in Washington. **The purpose of these interviews is to help shape the understanding of the depth and breadth of existing conditions of transportation inequity in the state.**

NOTE: These may be individuals in local or state governments, professors and scholars, advocates and activists, or community organizations, whose work may not necessarily be focused on equity analyses specific to transportation- and mobility-related disparities.

Interview Protocol
During the interview, the researcher will follow the protocol below.

Introduction

- Thank the interviewee for their time.
  - [INTERVIEWEE], thank you so much for agreeing to chat with me.
- Introduce yourself.

- o My name is [NAME] and I am a [ROLE] at Toole Design, a consultancy working with the Washington State Joint Transportation Committee on this transportation equity study of/for Washington's cities and towns.
- Introduce and explain the project.
  - o I mentioned this earlier, but just a quick recap –
  - o The goal for this study is to build a greater shared understanding of the scope and magnitude of transportation inequity in Washington's cities and towns, and to provide information, tools, techniques, and resources that will help cities and towns move towards a more equitable distribution of transportation benefits and impacts.
  - o The findings of this study will, in part, be informed by interviews with public officials, researchers, and practitioners, as well as best practices and analysis.
  - o We know that "equity" has different meanings in individual contexts, so one of our goals is to understand how you defined and apply equity in your work, how you assess or understand equity impacts, and what that means for the Washington State context.
- Outline the interview.
  - o I provided the questions ahead of time and I hope you had a chance to look them over, however brief.
  - o Again, you are welcome to skip over any question at all. Just let me know.
  - o The whole conversation should take between 45 and 60 minutes.

- Remind them of recording
  - o *As I mentioned, I would like to record the conversation – just for notetaking purposes, and to ensure accuracy in our work. It will not be shared publicly. Is it okay to record our conversation?*
- Ask if they have questions
  - o *Do you have any questions before we begin the interview?*
- Start interview and recording.
  - o *I will begin the interview and recording now.*

Interview Questions – Baseline Interviews (Outputs)
What are the issues? Where are they? Who do they impact the most?

1. Has your **[city/town, organization/company, university/college, office/practice]** defined what equity means? If so, what is it? How is the definition used?
2. What are your [city/town, organization/company, university/college, office/practice] goals on equity, broadly defined? How do your role and responsibilities work to advance the equity goals of [city/town, organization/company, university/college, office/practice]?
3. Does your **[city/town, organization/company, university/college, office/practice]** currently have any programs or platforms in place to explore, assess, or understand information on transportation- and mobility-related inequities? If so, what are they? Is there a focus on specific communities or population groups? How is this information shared?
4. What key issue(s) have you observed for the communities/populations you have studied and worked with regarding transportation impacts and equity?
5. What other **[city/town, organization/company, university/college, office/practice]** stand out to you as places that are doing good and interesting work in monitoring, studying, and reporting on transportation inequities, particular in Central and Eastern Washington?
6. What does engagement look like in your work, either public or otherwise? Who is typically involved, and to what extent?
7. What, in your opinion, is a key question that has yet to be answered or a key area yet to be explored that would be valuable to shed some light on the topic of transportation equity? For example, this could range from the effects that transportation inequity has on other social and quality of life factors (e.g. housing,

health, economic mobility, etc.) to differences in understanding transportation equity in relative to geographic contexts (e.g. the more urban/developed cities and towns of Western Washington vs. the more rural and less dense cities and towns of Eastern Washington).

Task 2 – Tools and Methods Interviews

Task 2 will describe transportation equity assessment tools and methods that cities and towns can use to assess inequities within their own jurisdictions and communities. **The purpose of these interviews is to learn from practitioners across the state and country who have led technical and analytical efforts to assess demographics, transportation impacts, or understand the depth and breadth of inequities in their communities.**

NOTE: These may be individuals in local or state governments, professors and scholars, advocates and activists, or community organizations, whose work may not necessarily be focused on equity analyses specific to transportation- and mobility-related disparities.

Proposed Interview Protocol
During the interview, the researcher will follow the protocol below.

Introduction

- Thank the interviewee for their time.
  - [INTERVIEWEE], thank you so much for agreeing to chat with me.
- Introduce yourself.
  - My name is [NAME] and I am a [ROLE] at Toole Design, a consultancy working with the Washington State Joint Transportation Committee on this transportation equity study of/for Washington's cities and towns.
- Introduce and explain the project.
  - I mentioned this earlier, but just a quick recap –
  - The goal for this study is to build a greater shared understanding of the scope and magnitude of transportation inequity in Washington's cities and towns, and to provide information, tools, techniques, and resources that will help cities and towns move towards a more equitable distribution of transportation benefits and impacts.
  - The findings of this study will, in part, be informed by interviews with public officials, researchers, and practitioners, as well as best practices and analysis.
  - We know that "equity" has different meanings in individual contexts, so one of our goals is to understand how you defined and apply equity in your work, how you assess or understand equity impacts, and what that means for the Washington State context.
- Outline the interview.
  - I'm going to ask you about 6-8 questions. These are the same questions I provided in the list I emailed and potential follow-ups.
  - Again, you are welcome to skip over any question at all. Just let me know.
  - The whole conversation should take between 45 and 60 minutes.
- Remind them of recording
  - *As I mentioned, I would like to record the conversation – just for notetaking purposes, and to ensure accuracy in our work. It will not be shared publicly. Is it okay to record our conversation?*
- Ask if they have questions
  - *Do you have any questions before we begin the interview?*
- Start interview and recording.
  - *I will begin the interview and recording now.*

Interview Questions – Tools & Methods Interviews (Development)
How are tools and methods developed to accurately measure and understand inequity? Where are the gaps? What don't we know? Are there emerging analytical methods that show promise?

- How was your equity analysis effort initiated? What was the catalyst?
- What data and analysis methods have been most effective in quantifying disparities?
- What have you done differently over time in response to the unique local context of your community? How have you changed your approach over time in response to changes in the industry (new perspectives on equity, new data, new methods)?
- Who was involved in this work at the local, state, and/or federal levels?
    - What impact (positive, negative, neutral) has the level of involvement of the government had on the level of awareness of disparities in transportation issues, generally, and on your work, more specifically? Does it impact the level of understanding of equity?
- How have you (or others) used the results of your assessments in project prioritization or investment decisions?
- What limitations have you found in your methods?
    - For example, have you encountered instances where available data was insufficient in addressing key or emerging questions? If so, have those data gaps been closed? If not, why not?
    - Has the interpretation and application of your results?

INTERVIEW NOTES

Catalysts – Getting Started

How did your work on equity get started? How was it initiated? Who was involved?

- Government relations staff were talking about what could be done, and the AWC Equity Resource Guide grew out of that desire. Combined with buy-in, the board-adopted goals for technical assistance, and great analyst staff, they created the Guide
- 2 goals:
    - How to review city policies and issues through equity lens (educational piece)?
    - How to be inclusive to cities that understand their own role and those who do not (very much a starting point and how to move forward)?

- The City of Yakima was taken to federal court and was mandated to do redistricting which took several years to complete. The lawsuit was brought to the city by several Hispanic residents with support from One America and the ACLU. The topic of litigation was the council districts that now have been redrawn to have at least 2 of the 7 districts with a majority Hispanic population. There is no mayor, but a city management form of government. This resulted in the election of 3 Hispanic women and a Jewish woman (a big leap in minority representation from past city councils). This council championed the equity study with the mindset that there has been historic intentional bias concerning community investing. Washington State University conducted an analysis of the study and found no intentional bias (although noted an atypical growth pattern) as far as parks, streets, and similar investments.
- There is a lot of GIS data for Yakima sorted by the new districts, and the council decided there needed to be 2 citizen-led advisory committees (NOTE: trying to move from "citizen" to "resident"). One group's charge is to create a more integrated community and they aided the census in 2020 and other small tasks. The council does not know what to do with the committee and by now there is a completely new set of council members. One of the current members (Hispanic teacher) is interested in updating the Equity Study in hopes for developing next steps.

- The Washington Transportation Commission has a project in Yakima that would run through a poorer, Hispanic community. The NEPA study has flagged this development through a sensitive neighborhood and is conducting further assessment to make sure it will be a positive project for the community (access to the river, etc.). Yakima does have equity issues, including sidewalks, street lighting, old facilities, and transportation disadvantaged communities

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- There was a lot of bragging about safety from 2000 – 2009. Cars were getting safer and people inside cars were feeling safer but people using roads otherwise are not safer. When they first started, they partnered with organizations like AARP.
- For the 2019 report, Smart Growth America did a deeper dive into racial equity in fatalities, particularly Black (2x more likely) and Native American (3x more likely) to be fatally injured in crashes.
- Just focusing on enforcement and education is not enough. Human error is caused by the design of the roads. Our peer nations have figured this out. They design roadways where it is hard to behave in a reckless way. Our roadways tell even defensive drivers to keep up with the speeds. Mistakes are more likely and more likely to be deadly.
- This year's report showed that having people drive less wasn't enough to reduce road deaths.

- The Transportation Equity Working Group first convened in 2019 and focused on developing Part 1 (values and strategies) during the first year. The group was asked what they were seeing in their communities related to inequity and discussions (led by Annya and an external community facilitator) gave way to key themes (10 values). Simultaneously to the external working group, an internal departmental team (40 staff members) provided recommendations from a technical standpoint (land use definitions, notification of limitations). Annya looped content between the teams. Managing expectations was a very important component of the process. The two teams were brought together to create the 200+ tactics (both technical and lived experience expertise).
- ***Equity is not just the deliverable, but also the process. You have to work with the people within the institution to achieve institutional change.***
- Seattle has had a long-standing race and social justice program before the transportation component. The RSJI Initiative is the foundation from which the Transportation Equity Program came to be by recognizing government's role in addressing institutionalized racism. When the TEP was first started in 2017, it was supported through a Council resolution that acknowledged, due to our affordability crisis in Seattle, that transportation is one of the key factors of inequality. The program started by addressing transit via reduced fare, then to larger policy and strategy work to address inequities through the entire transportation system, including ROW access, transportation plans, permitting, etc.

Understanding and Defining Equity – Setting the Tone

What is your definition of equity? How is that definition used?

- No, we have not created a definition as an organization. The Committee did some work to adopt goals a year ago, but not a definition. No records internally of a formally adopted definition.

- We focus on equity in access to mobility and transportation, specifically to do with equal reach in the transportation network for individuals with different mobility profiles. ***Every individual has a separate mobility profile.*** Google and Apple model people as slow-moving cars; we model people with their unique profiles
- ***Equity – From the same starting point, do people have equal reach (road networks, pedestrian networks)?***

– Equity can be captured and scored to assess does my reach = yours and if not, what are the potential barriers. This gives us good measures of performance with respect to the transportation measures
– Mobility profiles are individual to the person + data from the environment (external data) to simulate mobility profile reach within the environment. Data can assert whether the needed infrastructure is there for each person.

– No.

– It's a work in progress. The City currently has some language that was passed by City Council in 2021 associated with the Office of Civil Rights, Equity, and Inclusion. Aside from that, there are informal working definitions. For example, the Regional Transportation Council has an equity subcommittee working to define equity within that organization's mission and scoring criteria for projects.

– The Yakama Tribe does not have an official definition. However, they do not experience equity and are aware of what they should be receiving vs. how they are actually treated. County funds for roadway repairs consistently go to richer areas for sidewalk improvements while Yakama Nation contains roads from the 1960's and 1970's (including a concrete road). These roads are serving cars of today, including the freight needs of the $1.38B agriculture industry (largely hops, apples, produce). Sharing these roads with regular users on a non-updated road is a safety issue for everyone.
– We have a good working relationship with the state (WashDOT) but are still building the relationship with the county. Decision-makers at the county are investing in richer communities over where most fatalities are occurring. We are trying to figure out how to re-allocate county funds so they can fix their roads (to the higher federal standard).
– Implementing updates takes a very long time (9 months for a flashing stop sign) due to bureaucratic hoops (BIA, inventory, the requirement to list projects ahead of time). Yakama needs a new system that allows faster updates and improvements.

– No, they find the concept of defining equity daunting and it is always evolving. They would like to define it better – they want to be sure/
– They usually mean racial equity but not always. Income, age, and gender also play a role, but their focus is on racial equity since the existing transportation system have been used to cut off Black and brown populations. Equity = access to essential jobs and services regardless of income, race, safety, etc.
– Fund communities that already existing instead of building new communities on the fringe.
– Measuring what counts – not just "how quickly are vehicles moving". You have to even pay a cover charge to be included in this measure, and we want to measure success in a way that is more inclusive.

– "Equity" is one of SDOT's five values and goals. The definition comes from the development of the transportation equity framework. It is *"We believe transportation must meet the needs of communities of color and those of all incomes, abilities, and ages. Our goal is to partner with communities to build a racially equitable and socially just transition system".* The Transportation Equity Framework further affirms that definition as well as the different values towards achieving equity.

– We're in the process of developing an official definition internally.
– We already have incorporated equity at multiple levels.
– We're currently following the HEAL Act and their definition of EJ, and we've also used the American Planning Association's definition.

– We've assembled a working group from all of our committees (MPOs, community representatives from overburdened communities) and together drafted a statement on equity.

– The City defines equity using the Equity and Empowerment Framework (2016) and there is also an Office of Equity and Human Rights. ***Overall, we define equity as addressing the barriers to opportunity and success that certain members of the community face.***

Goals and Objectives – Plotting a Course

What are your goals on equity? How does your work advance these goals?

– Goals (December 2020):
  - o   racial equity training for elected officials
  - o   normalizing equity language
  - o   additional trainings
  - o   technical assistance
  - o   survey members on needs (recruitment)
  - o   explore/remove barriers to BIPOC at conferences
  - o   implement equity at all conferences
  - o   implicit bias training
  - o   data on diversity of AWC membership
– Goals are revisited annually with strategic plan. We always look for director and leader buy-in, and therefore feel empowered to pursue these efforts.

– ***A goal of ours is to try get people on board with inter-operable data standards.*** It's important to have the infrastructure data in completed form, not just road network. We work with many municipalities on consistent data collection in graph form. It's an atrocity that in 2022 we're still doing ad-hoc inventories of the infrastructures that are out there. Municipalities are collecting data in incompatible ways.
– People need to build a one-off tool just for their data, and there is no way to compare that type of information. Everyone is coming in with good will and everyone wants to do equity, but there are no tools to do it.
– ***Consistency and standardization will allow people to do a lot of sharing of data and the downstream tools.***

– ***One of our goals is to continue to create a network of stakeholders for the Tribal Traffic Safety Committee (county, state, federal, cities, local farmers, and agriculture board).***
– There are many different jurisdictions and codes/statutes/etc. to work with in the LVF. Easements do not belong to the Yakama Nation. Tribal roads were not inventoried. Projects therefore take an extremely long time to implement.

– Access to recreation, beautiful spaces, etc. is important, not just "hard needs" (work/school/health).
– ***We also want to tease apart the transportation development process to figure out where inequitable practices are buried and try to unwind or replace them. How much of this is a vestige of a former intention, and how much of it is still intended?***
– Level of Service is *the* design measure but is incredibly car focused.
– A+ on an underutilized roadway, because it prioritizes going through communities rather than local access (seeing communities with Black and brown people as "barriers")
– In cost/benefit analyses there are explicitly racist measures (e.g., measure of time is on rush hour which is essentially white-collar, not medical, care, service workers.)

- Over indexes flying, which is essentially rich, white businessman dominant). Saving 15 min for them on a flight is not the same as saving 15 minutes on transit for others.
- Talk about the technical but also tell the story of what it really means
- Folks in engineering are resistant to saying that they have policy decisions. Every decision is a policy decision. Traffic and behavior is a social science. It is full of value judgement.
- It should be "what do we want to get to" rather than reactive because if engineers are just reactive its perpetuating racist/inequitable systems that existing."

- Equity Planning Workgroup committed to pursuing a set of goals on equity
  - Drafted this as a part of work group
  - Five themes – engagement, opportunities, sustainability, health, safety, spending, performance evaluation
  - Now looking to do implementation

- The Tacoma City Council resolution 40622 states that the City will take on antiracism as a goal in all policies and practices.
- ***We want to go beyond removing barriers by rebuilding the way we do business.***
- The Equity Index is a "first lens" into what we should focus on. Using the index, you can quickly see which areas of the City should have more programming and structures in place.
- The Equity Index helps City staff see the areas where improvements can make the largest impact, it is used in City budgeting, and it was also a part of the strategic plan.

Exploring and Assessing – Doing the Work

How do you currently explore and assess transportation- and mobility-related inequities? How is this information shared?

- ***We provide opportunities to learn more, network, and provide tools for best practices in addressing anything/equity:***
  - Equity Resources Guide is likely only place for direct transportation equity resources.
  - Related: Equity and Budgeting. In Guide but also provided a workshop. How to use funding as a tool for equity.
  - City conditions survey does ask questions surrounding equity – mostly what tools they are using to assess.
  - Always looking for implementable tools and case studies to move forward with (local examples, comparable examples). What are best low-barrier ways to start implementing equity in transportation. Consistent high interest.
- AWC is the voice for cities at the state level as well as a major trainer and educator of city-elected officials. Therefore, we have the power ("microphone") to bring issues and understanding to this level. Additionally, legislature side can impact equity direction.

- ***We work with graph centrality. How many other points does this connect to vs. distance-based methods?*** (e.g., fresh food sources within ¼ mile vs. does the network actually connect people to the food sources)
- Connectivity matters. It can't just be as the crow flies. People use walk score everywhere, but it doesn't reflect people's experiences. At least questioning these methodologies is important. Most of these methods forget the fact that you need to connect, and barriers are often with connections (e.g., Sound Transit fare

zones without information). It's about how different connection points present barriers to different people. Often the generalized models forget this connectivity.

– ***The National Transportation in Indian Country Conference is an opportunity to bring project awareness forward. Want to spread knowledge that data is key.*** Recently completed a project funded by the USDOT SDI Grant for data collection and a data portal.

– Yakama Tribe belongs to the Tribal Transportation Planning Coalition Committee which has a board that directly communities with board of Indian Affairs (national level). There is currently a seat open in Yakima's region and they are proposing Portia Shields for candidacy in hopes of a greater voice for the Yakima tribe. Yakima is already go-to voice for transportation progress and reducing fatalities and want to bring that to other nations.

– Yakama Nation worked with University of Washington Star Lab who recently applied for a Tribal Transportation and Planning (TTAP) project and will lead for the Washington/Oregon/Idaho region (with Eastern Washington University who helped write the Safety Plan for Yakima Nation). TTAP now requires tribal input, consultation, and members. Historically there has been distrust between Tribal nations and the government, universities, healthcare organizations, and other agencies, but HL believes these partnerships are the path forward.

– ***The Transportation Equity Program uses both quantitative information (data, risk assessments, etc.) and qualitative information (speaking with community members).*** The shift to be intentional about using qualitative data has been helpful because quantitative data only shows so much.

– Unified workplan (UPWP) includes equity framework and updating map tool (Social X). The state has the Health Equity Map as a complement to this.
– Social Equity Map
    o In the most recent long-range plan (MTP) they had six main indicators – low income, minority, disability, access to car, limited English proficiency, age
    o Also look at SNAP retailers and STA (transit agency) stops
    o Who is the audience for this mapping?
    o Originally drafted as a planning resource, however the state then came out with the EJ map tool which is more rigorous than our mapping tool so now the social equity mapping tool is more of a public-facing resource because of this
    o More as a complement of the Health Equity Map (that one is mandated by HEAL)
    o It's peripheral when it comes to our equity work.

– A lot of what we do is to push agencies to do this type of analysis, including the Transportation Equity in Washington's Cities study.
– We also point people to the Health Equity Map (UW), the Transit Baseline Service Study, the Nondriver Study, etc.

Learnings and Observations

What have you observed through your work regarding the inequities of the impacts of transportation?

– ***We need to be able to speak about the base data and confirm whether that is good or not. It should not be on the municipalities to know whether the data is ambiguous or potentially detrimental. They don't have that capacity.***

– It's not just the data we collect about infrastructure, it's also the data about people that is supposed to represent demand. 30% data is flexible riders, based on some criteria (e.g., Medicare, disability) – not in GTFS streams and riders not represented as users of the system. People need to wake up to that reality. In agencies, often one person is raising those alarm bells but not finding collaboration.

– We recently made a 10-card conversation system for planners to allow people to find their voice and collaborators in their agencies. It's not a data tool rather a conversation tool (e.g., what is equity, disability justice, can you bring in an equity checklist).

– Accessibility and equity are often the last things that are thought of any suggestion is nil because the project has already started. That is outside of the question of data, it's more of an idea of process.

– Projects are usually a 10-week process that isn't progressive. Data collection is based on consultants who hand over the data and say "that's it". It would be better to make things more localized. OpenSidewalks is the opposite – network first, then community conversations – so can figure out the priorities and focus on those.

– ***Algorithms need to be trained to see and interact with people with mobility issues.***

– ***The community is segregated in a very classic way.*** So, when addressing issues, such as housing projects that aim to help these equity issues, we also run into the issue of not wanting to displace poor (east side) neighborhoods. Ultimately this means the new infrastructure serves the more privileged (west side) community.

– No trains stop in town despite Yakima historically being a railroad town. There is a current push in central Washington to get passenger rail returned. Most of the railroad lines in the state of Washington have deteriorated and do not meet the passenger standard so it will require billions of dollars to create that service again.

– The community is very poor (21% is below the federal poverty level) with many agricultural jobs. Convincing people to care about equity is difficult and risky because it is an alienating topic. Yakima is working on developing the options for jobs for their agricultural workforce which is far more interesting to the community than infrastructure.

– I was intrigued by how defensive some participants became as the WSU study unfolded. It may be helpful to look at the equity lens as more than just an exercise.

– In Spokane it's clear that many people depend on biking, not necessarily by choice, and are out on very dangerous roads out of necessity.
  - One of most dangerous intersections is Division at Brown, next to House of Charity
  - Just got funding to improve that intersection

– Paradox: Downtown is a wealthy area, but also a high-need area

– Before we get a handle on what investments we should be making or not, we should probably stop spending billions on highway projects. Overall, I feel less confident about getting a handle on equity issues when spending at the State level is totally out of whack.

– Census tract boundaries can be misleading.
  - One street in a neighborhood with lots of investment can skew an entire census tract.

– Should maintenance and preservation projects have the same requirements as new projects as far as complete streets?

– State has a lot of power to force recalcitrant communities to do things
  - There is support in City Hall for more accessible, inclusive streets, but engineers get in the way
  - There is a lot of culture change that can happen through engineering manuals
  - Currently, operations and maintenance grants that go through SRTC don't go through any equity requirements (unlike some statewide grants that do have requirements)

– The regional governance through the MPO (SRTC) is dominated by suburban interests who want highways
  - The state empowers the MPO without fixing the issues associated with it.

- o   Small towns with 500 people and the City of Spokane have comparable representation on the SRTC Board.

- *Multimodal access is lacking.* There is a bus, but operating hours do not serve the working population. Within the reservation, employees must have a car to get to work as places of employment are spread out and many destinations in the LVF are hard to get to due to dangerous road infrastructure and road conditions (particularly in the winter, "Blood Alley"). Our team is testifying at the Passenger Rail Summit for service after finding a document in the archives that states *"as long as railroad goes through the reservation there will be passenger rail service".* There has not been passenger rail service since at least 1981 and all service requests have been ignored.
- Transit access is needed in the reservation for access to medical and social services that largely exist in Seattle or Spokane. Additionally, rising gas prices are creating financially infeasible commutes for students and minimum wage workers. The Yakima Nation is looking for rail and transit service (from Seattle to Spokane with stops in Tri-Cities and Yakima Nation) with a multimodal hub that includes a park-and-ride, access to trails, and a full transit center.
- Reinstating service in eastern Washington will also serve the agricultural workers (wheat, sonic crisp apples, hops, wine) who work year-round. Most produce is processed and stored locally as well which maintains labor demand throughout the year. The agriculture industry is willing to invest in transportation options but has not yet successfully financed a project due to the logistic challenges. Occasionally they perform independent work (oiling dirt roads).
- The heritage connectivity trails grant was won with WSDOT who will receive the money and build the trail within their easement along HWY-97. This will also bring in tourism and active transportation users. Yakima Nation with place historic markers along the route.

- *Huge vehicles cannot even see / have a line of sight over huge cars. We've designed vehicles where white people are more likely to be blinded to pedestrians who tend to be more low income and more likely to be Black and brown.*
- Want to expose how anti-driver the system is: this whole thing is a setup.
- The other thing is the economic impact. Saving people time is an economic benefit. So much of what we do to speed up your travel makes your final destination further. People have had to add up to 5 miles per day to their travel. If you travel 5mph faster but everything is 5 miles further, you haven't changed anything. We scarified small business that are more likely to be minority owned and are locally serving, community focused, economic mobility
- Car dashboards have too much distraction built in now.

- Land-use housing and displacement.

- Economic burden that comes with the increased cost of living. Spokane used to have very modest housing costs. We have a higher state of poverty than the state. Want to be very aware of that but it is also the tax base they are working with. The economic challenges of the area interact with the planning of this area. Housing affordability has an impact on folks.
- Representation could have some improvement. Spokane has a lower percentage of minorities, and this is a real challenge because assuming 1.8% is so small it shouldn't be counted, but that would be silencing entire communities (e.g., Marshallese community).

- Equity as needs versus equity as high-level goals (e.g., healthcare, employment).
- *Challenges are different, and people's capacities are different. Communities understand that is a part of their lifestyle.*

– A big thing they heard from those folks is transit access. Not always feasible to send urban transit out to their needs
– Another big one is that a lot of people are living in rural areas because it is too expensive to live in a city.

– *Health & Safety* – disproportionate numbers of BIPOC people killed or harmed by transportation (e.g., lack of investment in communities, financial and physical harm from policing and enforcement, interpersonal safety).
– Access – can walk and be physically active, access to opportunity is about displacement and affordability and convenience
– Access comes up but impacts are more coming to the forefront.
– Overarching White decision-making bodies
– People love to say how much they love equity but when it comes to distributing funds then people are resistant
– People love to talk about "geographic equity" which is "everybody gets some" – but that's equality.

– There is a north-south dichotomy (lack of resources and investment further south in the city).
– The Equity Index allowed us to be able to point out these disparities.

Inspiration and Insight

Who else is doing interesting work in monitoring, studying, and reporting on transportation inequities?

– Many populations and resources are in Puget Sound region so central and east voices are quieter.
– Spokane

– Seattle had an equity office early on (office of equal rights) with talented staff. Seattle realized they needed credibility, looked at the internal staff, and saw a shockingly small minority representation. Yakima finds this approach very interesting.
– Renton is a smaller city outside of Seattle and they were most concerned about displacing neighborhoods and making sure they did not do this with their rapid development plan.
– Another unnamed city first realized they had an equity issue while preparing for a snow/rain/wind weather event and seeing that communication was a barrier (translation) to warn residents.

– Colville Nation (previous Safety Coordinator: Nicole)
– Blackfeet Nations worked with the Indian Health service to map a road that caused vehicle crashes with 3D mapping (great presentation in Denver).
– An Alaskan Tribe (Adam Larson at FHA would know which one) used go-pros to record roads and intersections and inspired HL to do the same in Yakima. HL plans to evaluate every road within reservation (nearly 2000 miles of road within reservation). Navajo Nation also used the go-pro to make changes to an intersection. Also inspired to use drones for live traffic and to reach many access roads (to cultural access points) that are not maintained or currently reachable. There are areas where bridges need to be replaced which limits access to cultural sites that is a protected right in the treaty.

– Tia Boyd at USF
– WSDOT Eastern Region
– PSRC
– City of Spokane
– MPO in Philadelphia

- Spokane Regional Health District
- Urbanova
- Avista

- Tamika Butler
- Transform and Greenlining (Bay Area)
- Transportation Equity Caucus (PolicyLink and Center for Disability Rights)
- Whose Streets Our Streets (Seattle)
- Front and Centered
- Washington for Black Lives (jaywalking), Washington for Build Back Black
- King County Equity Now (fare enforcement)
- Puget Sound Sage
- Disability Rights Washington

- Columbus, OH and NOLA. They used similar methodologies for mapping equity. We worked with the Kirwin Institute, and they had also done similar work with the Institute.

Engagement, Education, and Support

Who are you hearing from? What have you heard? Who has supported your work?

- 6 out of 10 employees self-identify as having a disability, 7 out of 10 would be considered underrepresented in STEM fields. Our goal is to be inclusive and tend to find students who align with their cause and values.
- We use participatory design methods.
- We also partner with Disability Rights Washington and Front and Center
- Identify own storytelling with respect to lived experience, be able to translate that into what kind of data would be needed to elevate that into policy change. We need a personal story + data to back up that which is representative of many people.

- During the Equity Study, there was not much community engagement or public engagement at all because it was focused on data capture.
- After the Study, there has not been much follow up. But we are championing the continued equity efforts. We had a good consultant with our Housing Action Plan that came from the Comp Plan that was adopted by the Washington State Department of Commerce. It provided strategies for affordable housing, and we are excited to use some of those same strategies. Also with the pandemic, Zoom engagement has become a real option for outreach.

- The City is trying to shift toward a model of meeting people where they are
    o Using an interim period as an opportunity for engagement
    o More rapid, temporary action as a tool for engagement
    o Being iterative, incremental, getting feedback as you go from people who are experiencing it
- Another idea we're kicking around is having "jury duty" for planning projects with random, paid participants
    o Not relying on people's own self-selection into the process
- For the recent 5th Avenue Initiative, the City hired a local pastor as the outreach consultant.
- ***Outreach should be continuous, not project-based, but there's not state funding to maintain good relationships with local neighborhoods. Project-based engagement requirements are not working.***

– For safety awareness, Yakama Nation did a "Roads have stories" campaign to humanize the fatalities along the many dangerous roads in the nation. My team asked family members and friends to testify to the county and state council.

– The Transportation Equity Work Group is a community engagement strategy. Even though the group continues to move tactics forward, they choose their own focus. A large barrier in creating the Working Group within the city was settling on a compensated structure. It's important to compensate the members when asking so much of their time. The members are not part of an official city commission (volunteer) and compensation is an engagement strategy. It also helps tee the group up for success. Members did a 2-day professional development training to help understand what SDOT does and does not do to ultimately understand how to leverage the agency. The community members are also very busy, so it has been important for Annya to *"meet people where they are"* in terms of scheduling and catching people up on latest discussions.

– Advocates from other policy organizations come together to the same table
– When there is a large policy then they reach out to communities to ask if they'd like to help shape it/inform it
– They are largely grant funded (large foundation grants), so when they can they build in stipends or sub-grants for partners to participate
– Auditing demographics of the people that they invite to come to their panels – have exposure and honorariums etc.

– There are three levels of engagement:
  o Engagement with the council (they're familiar with the index).
  o Engagement with City staff
    ▪ All departments requesting budgets must put it through a similar process using the Equity Index
    ▪ All staff at the City understand that we have an equity index. Some staff really champion it, others are more in the learning phase.
  o Engagement with the wider Tacoma community
    ▪ For community, they are still not that familiar with it, but some community patterns are champion users. They were instrumental in developing the index and understand it.
    ▪ The City is currently getting toward the point of using it as a tool in general engagement
– For the Equity Index, they collect regular feedback and do regular two-year updates. This process evolved over time. Initially the council asked them to create it, then it grew and became more solidified as a tool.

Key Questions

What questions are yet to be answered? What areas are yet to be explored?

– Urban vs rural?
– Need methods to be generalizable
– Rural communities have their own concerns (e.g., how wide is the shoulder), whereas in urban environments so few roads have infrastructure that you need a specific definition of what is going on there (e.g., sloped? Grass?)
– We need to have a fully specified transportation layer for all of these modes, but it's really important to locally focus on the attributes that are important to the community.

– Transportation is not just maintenance, but also enforcement and sharing the road.

- Tribal stories are not all the same and all Tribes do not have the same issues and problems. Similarly for the state, Seattle is not and does not represent the issues in eastern Washington.
- Grant application deadlines do not work for all applicants and especially Tribes who have increased timelines for projects.

- Housing
  - The big one is affordable housing. We don't deal with that as an MPO but it's emerging as an area that we need to pay attention to.
  - Homeless population and significant amount of displacement in the last 5 years
  - PSRC Seattle is looking at that already but are most resourced and funded
- Coordination between land use planning and transportation
  - Some MPOs have land use planning authorities. For example, Dallas uses this model, but we do not.

- There isn't a unifying definition for transportation equity
- We need policy and goal-driven decisions
- There is a new office of equity at the state
- At the state it's more of an inclusion mindset
- Unwilling to admit that highways cause harm (e.g., of spending so much time and funding on the plane crash vs accepted death toll).
- Need a focus on safety.
- Government agencies are scared to point a finger at law enforcement.

Tools and Methods

What has proven to be most effective in quantifying disparities?

- Mainly the City uses GIS and has hired GIS experts to be able to leverage that information and provide tons of data. The current drawback is that the City did not ask the equity-related questions and therefore that information is not readily available. The City worked with Seattle and learned many methods but did not ask the "hard questions". They did receive some datasets that informed on inequities but have not yet used them to push policies, etc. forward. This may be an area to request help for transportation specifically.
- The City still does not have detailed characteristics from the 2020 census. The rest of the information may be available in 2023. They are currently using the American Community Survey data, which is at best 5 years old. According to the local schools this fall, it appears up to 50% of students have withdrawn registration or moved out of the area. The lack of data is frustrating. "

- The CDC's Social Vulnerability Index (SVI) has been useful, but the City needs to develop project-specific criteria.

- Federal data is okay, but not good at quantifying disability. We have run into a problem with counting how many pedestrians are out there. We do a fatality number and fatality rate (by VMT). We want to do the same thing for pedestrians.
- Walk to work data is limited.
- Look at all pedestrian trips even those that aren't intersecting with a roadway. At the core level, we can't say that a group counts unless we physically count them, and at current we don't count pedestrians and cyclists.
- Measuring access to jobs and essential services is key (score).
  - They use Apple maps and Google maps to apply it to transportation planning and design.

- o Need to use a lot of proxies for bike/ped access. Presence of a bike lane or sidewalk doesn't mean people are walking and biking. The longer between crossing, the less utility a roadway has to pedestrians. Use vehicle speed to show what area is "safe"
- o Can overlay with race and other demographic
- o Evaluate non-work trips on a differently. Look specifically at distance and walkability. Where walking access is high, everything works really well.
- o All the good outcomes become with better walkability. Health, etc. But there are also high property values and because there is such small supply of these areas they are in demand
- o Can compare land use changes with transportation changes. Move destinations close to people who need them incl. school siting, food deserts,

- − Modeled long-range plan on the MPO from Philadelphia – used their methodology for composite scoring. It's important to have several indicators.
- − Quantitative is useful, but qualitative is most important. People respond well to us as people not just a body.
- − Having a presence in the community goes a long way. We try to attend some community events and maintain those relationships. The human element is very important.
- − Merger of qualitative and quantitative data is most useful.
- − Virtual options are very useful as well
- − They are open to learn constantly what is/isn't working and remain nimble
- − Thankful that the HEAL Act has allowed more to happen at the state level which has now trickled down. State level action triggered the local action especially with people who haven't been triggered.

- − The Equity Index is always iterated on (every two years).
- − Redlining maps are an initial example. We used redlining maps in coordination with the Equity Index to define areas that are still underserviced by the City.

Changes Over Time

What has changed? How has your understanding evolved? How have you modified your approach?

- − We wanted the Equity Resource Guide to inspire people who are looking for next step to mov their community forward, regardless of size
- − We recognize that the AWC are not experts, wanted to include resources they found (external) but balance intel with digestibility (not make it too long).
- − Hopefully, this information can be understood in 30 mins. It should be taken as a starting point, because we know this topic can be very overwhelming.

- − Over time, we have found out the following:
  - o One – accessibility to all populations is not a binary. It's not a yes/no. Affordability, inclusivity, accessibility. Removing that notion of the binary yes/no is important, [because reality] is on a spectrum.
  - o Two – people are heterogeneous in many ways, and we need to address that in our data methods. For too long we've been dependent on statistical methods that rely on a normal distribution, find the mean of that, call it your norm. Now that we have computed systems we don't need to rely on averages. The "average user" is not representative of anyone. Staying away from averages is very important. We started out wanting to do something like Google directions for people with disabilities, but there is not one-size-fits-all without talking with people about their backgrounds, experiences, etc.

I'm not sure that the Google flows are because they hammer every local community into these global flows."

– The Equity Study was the first real opportunity to have an honest conversation about the demographics of the community. I've watched the community evolve and become very polarized in the past several decades, so there were no real downsides to the study but only made the conversation more accessible. My team and I are happy and grateful that the council wants to look at the Equity Study again, as the last several years have been difficult for engagement and planning.

– (anecdotally) Historically, city resources have gone to areas where people support them. Now they're going to areas with highest need. The City is no longer allocating resources to high-income areas with low crashes and low need.

– Institutional change. Before implementing the transit access work, SDOT created a transportation equity work group in 2019 of BIPOC community members most impacted to develop their framework. Developing the group and building community took 3 years. The largest impact of the framework is the guidance ("north star") it provides to SDOT staff when addressing institutional racism in transportation policies, programs, and projects (delivery) and internally (organizational). Because of the relevance to the whole department, the Transportation Equity Program was shifted to live in the director's office while the transit access work still lives in the transit mobility division.

– We've often purchased data from state level. We have also collected data through outreach (e.g., Household Travel Survey). Most of the work was based on census data, but now equity is a larger part of what we do.
– Social Equity Mapping (2019)
– Equity Framework is this year
– A lot of the awareness of equity has developed over the last 10 years.

– The Equity Index is new way of doing business. We look at areas that have less access to good transportation and don't have connections (e.g., with active transportation). The disparities in the Equity Index then ensure that these areas are being serviced with bike lanes and sidewalks.

Limitations

What obstacles have you faced in your work? What challenges have you experienced?

– The more we can operationalize equity, with measurable, specific criteria, the better
– Need to make equity processes part of standard policies
– The big question: How can the State bake this into programs and funding without just adding checkboxes
    o People are good making their project look good and check boxes
    o Need to design systems to be less complicated and more equitable
– For equity, there is the project level, but we really need programs that support this work on a bigger scale.

– There are limitations of census geographies, and we try to stay informed. Potentially want to acquire new datasets to do new things e.g., origin and destination data to see peoples' trips, key corridors, how people travel.
– Need qualitative and quantitative.

– The main limitation is data gaps.

- Another limitation is how detailed the index can get. It is meant to be a first look. Something we've had to battle is every organization and department looking/asking for the inclusion of data from their field. Indices like this are not meant to be a one-size-fits-all solution for everyone. It is more like a first look into the existing equity conditions and disparities.
- There could be more information on Transportation Equity in the Equity index.
- We wanted to make sure that data is useable by and as trustworthy as possible. The aim is to show block groups relative to others. We would like to have the scoring between low and high but want the distribution to be so much closer (less inequity).

Reception and Response

How have your constituents and/or your community responded to your work?

- The Equity Resource Guide was very well received at the annual June conference, so we knew there is "more hunger on the issue".
- Click rates are high, but not many direct replies (emails, etc.).
- Informal survey of DEI round table gave positive feedback and feel it supports their work and provides good ideas:
    o many are seeking direction
    o many are new to this work
- Were nervous about negative reactions, but only got 1 or 2 negative comments.

- Visual representation of inequities is a much easier way of framing how you've understood your own communities. We may just understand this by growing up here, but the index, having a visual component, shows that dichotomy much clearer. It validates those lived experiences and provides the opportunity to dive deeper into the "why", because the map walks you through 29 data points that helps explain the "why".

Encouragement and Advice

What would share with others who have been doing/are about do this work?

- We want legislatures to support minority and woman-owned businesses in development and projects. Target funding towards equity projects, via cities bringing those projects forward (again, funding as an equity tool).
- Help cities explore looking at those issues not deeply, "put your money where your mouth is".
- Want to be more than checking a box, want to drill down and keep pushing and stay prioritizing.

- All the problems they are trying to protect by not doing equity work could be fixed by equity work:
- You can get great recognition as a leader in this front.
- ***As an elected, you should learn from all the people you're representing (constituents).***

- Even one person can do it.
- Very high-level initial findings can get the conversation started
- ***Start with what you have.***
- Every city in Washington can access federal and state data even if their city data isn't good. The next step would be how we work with the public on the indices. We want to put solid programs in place to start collecting the data that is missing (with uniform data collection), then use it to direct funding. The goal is to implement index at county level. Need to all be using the same data and not using the same language.

APPENDIX E: STAFF WORKGROUP

LIST OF WORKGROUP MEMBERS

City	Workgroup Member *(Alternates Italicized)*
City of Tacoma	**Lisa Woods**, Chief Equity Officer *Jennifer Kammerzell, Public Works Division Manager*
City of Yakima	**Bill Preston**, City Engineer
City of Port Townsend	**Steve King**, Public Works Director
Town of Twisp	**Soo Ing-Moody**, Mayor
City of Spokane	**Alex Gibilisco**, Manager of Equity and Inclusion Initiatives *Shauna Harshman, City Council Manager of Neighborhood Connectivity Initiatives, Transportation Benefit District Administrator*

WORKGROUP AGENDAS

Workgroup Meeting 1 Agenda

Time	Agenda Item
9:00 – 9:10 10 min	**Welcome & Introductions** **GOAL:** *Clarify meeting purpose, approach, and format/logistics.* • Introductions and Icebreaker • Walk through of meeting agenda
9:10 – 9:20 10 min	**Project Overview & Orientation** **GOAL:** *Provide a brief overview of the Transportation Equity in WA Cities project and role of staff workgroup.* • Share brief description of the project and role of the workgroup • Walk through project timeline and timing of each workgroup meeting • Walk through project progress to-date

9:20 – 9:40
20 min
	Designated Populations
	GOAL: *Discuss and confirm list of population groups and mapping factors.*
	• Share designated populations list and an example map
	• **Discussion:**
	   o Based on the full list, are there other population groups that we should consider?
	   o What are your reactions to the group that has been prioritized?
	   o Based on the full list, are there any other population groups that should be prioritized for mapping?
	   o Are there factors that have been mapped in other cities that we should consider?

9:40 – 9:50 10 min	**Interviewee List** **GOAL:** *Discuss proposed list of interviewees.* • Share list of interviewees; explain the purpose of and difference between the three interview sets • **Discussion:** o Who else should we talk to? Who have we missed?
5 min	**Stretch Break**

9:55 – 10:10
15 min
	Plans and Policies Review
	GOAL: *Discuss strategies or structure to present this information effectively in the report.*
	• Share plans and policies already reviewed and present key takeaways
	• **Discussion:**
	    o What information is most useful for you to know from these plans and policies?
	    o How do you envision using the plan/policies review information?

10:10 – 10:20
10 min
	Tools and Methods Review
	GOAL: *Discuss strategies or structure to present this information effectively in the report.*
	• Share summary of Tools and Methods spreadsheet
	• **Discussion:**
	    o Are there are other things you would like to know about the tools that should be included in this matrix?
	    o Are there additional tools that should be included?
	    o What would be the most helpful way to present or structure this information?

10:20 – 10:30 10 min	**Next Steps and Adjourn** **GOAL:** *Outline next steps for project and upcoming opportunities to provide feedback.* • Next Workgroup Meeting: Week of October 10th • Walk through next steps for project

Workgroup Meeting 2 Agenda

Time	Agenda Item
2:00 – 2:10 10 min	**Welcome & Introductions** **GOAL:** *Clarify meeting purpose, approach, and format/logistics.* • Introductions and Reflections • Walk through agenda and workshop purpose
2:10 – 2:20 10 min	**Project Review** **GOAL:** *Provide a brief overview of the project and recap Workgroup Meeting #1* • Share brief description of the project and goals for the project and role of the workgroup • Walk through project timeline • Provide recap of what we heard from Workgroup Meeting #1 and how feedback was incorporated into project teamwork
2:20 – 2:35 15 min	**Introduction to Best Practices for Equitable Distribution of Transportation Benefits and Impacts Guide** **GOAL:** *Provide an overview of the purpose and intention of Best Practices Guide* • Share overview of Task 3 and process for Best Practices Guide development

2:35 – 2:45 10 min	**Initial Findings from Plan/Policy Review and Practitioner Interviews** GOAL: *Walk through and react to Best Practices Guide design process* • Share findings from Plan/Policy Review and approach to Practitioner Interviews • **Discussion**: ○ Initial thoughts (what's resonating, what isn't, what's missing) ○ Based on your experience of trying to advance equity considerations at your agency, what have been some challenges? What has worked well?
5 min	**Stretch Break**
2:50 – 3:20 30 min	**Interactive Discussion on Right-Sizing Equitable Approaches** **GOAL:** *Discuss the limitations and opportunities that will likely derive from the Gaps Analysis* • Walk through purpose and logistics of discussion • **Jamboard Discussion:** ○ What procedural levers are ideal for implementing equity actions that depart from an "everybody wins" framing? ○ What are the opportunities to leverage or implement non-standard approaches to data collection/analysis that are ideal for equitable results-based accountability? ○ What cross-discipline or cross-sector collaborations are well-poised for rapid implementation of equity actions? • Debrief ○ What aspect of the Best Practices Guide are you anticipating the most?
3:20 – 3:30 10 min	**Next Steps and Adjourn** **GOAL:** *Outline next steps for the project and upcoming opportunities to provide feedback.* • Walk through next steps for project • Workgroup Meeting #3: November 29th, 3:00 – 4:30 pm

Workgroup Meeting 3 Agenda

Time	Agenda Item
3:00 – 3:10 **10 min**	**Welcome & Introductions** **GOAL:** *Clarify meeting purpose, approach, and format/logistics* • Introductions and reflections • Walk through agenda and workshop purpose
3:10 – 3:20 **10 min**	**Workgroup Meeting Review** **GOAL:** *Provide a brief recap of Workgroup Meetings #1 and #2* • Where have we been? • Where are we now?
3:20 – 3:30 **10 min**	**Task 1 Recap and Feedback** **GOAL:** *Provide an overview of the Task 1 goals, discuss key deliverables, and share how Workgroup feedback was incorporated. Receive feedback on presentation of deliverables.* • Task 1 Recap: Existing conditions • **Discussion:** ○ What additional information could we provide about this deliverable to maximize useability? ○ How could this best be presented?

3:30 – 3:45 **15 min**	**Task 2 Recap and Feedback** **GOAL:** *Provide an overview of the Task 2 goals, discuss key deliverables, and share how Workgroup feedback was incorporated. Receive feedback on presentation of deliverables.* • Task 2 Recap: Available tools and methods • Walkthrough Catalog
5 min	**Stretch Break – open to take questions about the catalog**

3:50 – 3:55
5 min
	Task 2 Recap and Feedback (cont.)
	• **Discussion:**
	    o Do you have any questions about the Catalog?
	    o Are there other uses that you foresee?
	    o For those uses, are there additional pieces of information or context that we could include?

3:55 – 4:20
25 min
	Task 3 Recap and Feedback
	GOAL: *Provide an overview of the Task 3 goals, discuss key deliverables, and share how Workgroup feedback was incorporated. Receive feedback on presentation of deliverables.*
	• Task 3 Recap: Best Practices Recommendations
	• **Discussion:**
	    o How do you envision using the Best Practices Recommendations?
	    o What information do city staff need to interpret and operationalize the best practices presented?
	    o What would make the Best Practices Recommendations more useable for you?

4:20 – 4:30 **10 min**	**Next Steps, Thank You, and Adjourn** **GOAL:** *Outline next steps for the project and set expectations for project end* • Walk through next steps for project • Presentation to JTC • Thank you for your participation!

Recommended Engagement Activity	Function	Description	Example	Focus Area	Priority
Workshopping Alternatives to Enforcement	Organizing	Reducing dependency on policing will be essential to ensuring a dignified transportation planning and implementation process. Often, planning efforts and development projects happen in a vacuum and residents experience the negative outcomes associated with the lack of coordination among agencies. Excessive enforcement is usually the result of an unmet need to adjust the design concept to fit the diverse needs of residents accessing the project area. The workshop should be led by system-impacted people (ideally those from the project area) and technical staff should be empowered to develop a root cause analysis and to conceptualize project features that would reduce police encounters resulting from the project itself.	This workshop can result in community agreements, inter-agency agreements, and design alternatives.	Decarceration	HIGH
Pen Pal/Phone-Based Design Sprints	Participatory Research	This remote activity has a dual-directional impact. Project team staff, local decarceration partners, public safety advocates, and volunteers write letters (or make calls) that will go directly to those who are in some way physically not able to directly interact with the engagement effort. This could be people who are house-ridden, people who are institutionalized, or people who've already been displaced from the community. These letters should address root causes of transportation barriers and public safety issues and speak to the ways the project could help improve those dynamics. Additionally, local residents and those who are institutionalized will be encouraged to write letters to project staff to convey their visions for safety in their community.	The letters will be helpful to all project functions working to develop strategies for addressing public safety and transportation safety priorities.	Decarceration	HIGH
Re-Entry Resourcing	Capacity Building	Transportation planning is an opportunity to support those returning home from incarceration in their efforts to adjust back into society without the social degradation associated with having been criminalized. System impacted residents are least likely to be civically engaged about transportation projects because they have been alienated from society. A re-entry resourcing effort that centers mobility and access to key destinations for system impacted people should involve service providers that are on standby to triage, refer, and address immediate needs. This activity should serve the dual purpose of connecting residents with resources they need in the immediate time frame while also providing practitioners with important context for equity gaps that could be filled or exacerbated by their projects.	This type of event is an effective supplement for attendance at working group meetings and promotes civic engagement outside of intimidating environments that may not take into account the unique needs of system-impacted people.	Decarceration	HIGH
Post-Implementation Feedback Session	Dialogue	A post-Implementation feedback session with people who are system impacted is important to ensure those who could encounter additional police as a result of the project are adequately prepared to navigate the new conditions in the project area. Practitioners should be mindful to document feedback that suggests enforcement is happening is ways that are misaligned with the intentions of the project.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Decarceration	HIGH
Community-Led Practitioner Inservices	Capacity Building	Planners, engineers, and technical staff arrive at a project with the presumption of expertise. While their technical knowledge is essential to the success of the project, their professional training and experience rarely includes frameworks that encourage equitable outcomes and social justice perspectives. At community-led practitioner in-services, practitioners can hear and learn directly from impacted people (in this case people with disabilities) so that practitioners can incorporate alternative, equity-centered frameworks in their technical scope of work. CBOs can help work with resident leaders to develop agendas and training materials.	The learning outcomes from this event will assist the technical project staff with developing strategies to address priorities for people with disabilities.	Disability Justice	HIGH

Interactive Route Planning	Connecting Community	Transportation project teams should partner with entities that routinely offer direct services and advocacy for people with disabilities. Careful consideration should go into ensuring the selected partners serve a diverse array of people with disabilities (including those who are LGBTQIA+). Temporary design stations should show up adjacent to quality of life locations and provide a quick opportunity for residents with disabilities to move through an experience (could use virtual tools) and provide immediate feedback about preferences and considerations based on the information being presented. Virtual components give residents an opportunity to see realistic representations of the project's potential elements.	The findings derived from interactive route planning should directly inform the design of project alternatives.	Disability Justice	HIGH
Mobile Town Halls	Connecting Community	Project area statistics and socio-economic profiles often fail to accurately capture the experiences of people with disabilities. The mobile town hall will function as a combination of street intercepts, door-to-door canvassing, and pop-up tabling to share easy to access tools and information regarding how to navigate the project area with specific types of disabilities. The project team can partner with local interventionists and social services partners to couple this intention with actual distribution of resources. These mobile events should be festive while also affording residents an opportunity to request the features and services that are most important to them.	Feedback collected during the mobile town hall should inform a specific set of disability justice project features/components.	Disability Justice	HIGH
Pop-up Accessibility Concepts	Direct Service	As a follow-up to discussions that took place during the issue identification phase, the implementation phase of a project should include a real-time/life demonstration of accessibility concepts that are being considered for the project. Special emphasis should be placed on highlighting the ways the project plans to directly benefit those with physical and cognitive disabilities.	Technical and programmatic staff should document discussion points that add an expanded equity lens to transportation planning and strategies to expand success metrics.	Disability Justice	HIGH
In-Progress Presentations	Capacity Building	People with disabilities will need accurate and timely updates in order to adjust to the ongoing changes within the community. Project staff should set up a communication protocol whereby the disability community is routinely updated regarding the project. Where updates result in new findings regarding impacts to people with disabilities, efforts to make adjustments should be prioritized and resourced.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Disability Justice	HIGH
Inclusive Construction Planning and Scheduling	Dialogue	People with disabilities can experience extremely negative impacts to accessibility when extensive transportation projects are underway nearby. Because of this, during the Implementation phase it is important that project staff maintain an open and flexible line of communication with the disability community in the project area. In addition to this, construction plans and construction timelines should consider ways to prevent impacts to people with disabilities (cognitive and physical).	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Disability Justice	HIGH

Phone Banking Resource Fair	Direct Service	Phone banking can serve as an efficient way to garner resident perspectives and convey information that is typically shared in a meeting. Frequently, residents are unable to be civically engaged about transportation projects because they are experiencing dire quality of life and economic constraints. A direct service phone banking effort should involve service providers that are on standby to triage, refer, and address immediate needs. While this activity could effectively happen as a robocall, a live phone call will likely encourage an intimate opportunity for residents who can't attend meetings to share their insights and to receive pertinent information. All project partners and adjacent project teams should be invited to participate in this activity, with a goal of reaching 80% of residents living in the immediate project area. These phone calls should serve the dual purpose of connecting residents with resources they need in the immediate time frame while also providing practitioners with important context for economic justice gaps that could be filled or exacerbated by their projects.	This type of event is an effective supplement for attendance at working group meetings.	Economic Justice	HIGH
Pop-up Market Place Demonstrations	Connecting Community	Transportation projects can take many years to reach completion. By providing materials and teaching residents ways to prepare for the long term process, pop-up markets can ensure residents have temporary solutions to their mobility and connectivity challenges. By focusing on the economic sustainability of communities, pop-up markets can pilot project elements being considered while affording residents a chance to earn extra income.	The pop-up market place will inform practitioners of project elements that are less favorable to the community or less feasible than alternatives.	Economic Justice	HIGH
Underground Economy Engagement	Dialogue	Underground economies form the backbone of vitality in many communities that have had to find ways to adapt to declining access to work and increased displacement pressures stemming from rapid community redevelopment. Transportation projects have played a major role in these dynamics. Examples of underground economies include peer childcare, unlicenced service provision (like hair and nails), street vending, and sex work. By engaging people who rely on underground economy, practitioners can ensure their projects don;t disrupt vital streams of income and they can also ensure the incorporation of project features/agreements that support on-ramping those working in underground economy into formal economic pathways (if they choose to).	Outreach and decision making opporutnities for those engaged int he underground economy should feed into the development of project features/alternatives.	Economic Justice	HIGH
Cross-Disciplinary Roundtable	Capacity Building	Transportation planning is frequently, and understandably, perceived by communities as posing inevitably negative impacts. This assertion should be explored through a root cause analysis and collective strategy development to ensure these outcomes are improved and not exacerbated by development in the community. The roundtable should invite experts from the various disciplines and service providers who are familiar with past trauma encountered by the community in the project area. The roundtable should incorporate a balance between so-called experts and community leaders. While this convening can be broadcasted via the internet, it is advised that the group size be manageable to an extent that fruitful discourse and meaningful action items can derive from the conversation in a three-hour timespan. Practitioners directly associated with the project should attend for capacity-building purposes and should not be direct participants in the roundtable.	The roundtable is an intimate community engagement effort that will help narrow priorities and issues that can inform the development of a project scope of design concept.	Trauma-informed planning	HIGH

Mobile Visioning Sessions (Youth-Centered)	Participatory Planning	Transition Age Youth and young people entangled in the juvenile justice system are very likely to experience displacement and criminalization in communities undergoing transformation. It's important that the project team and the entire community invests in ensuring young people who've been institutionalized are centered and thoroughly considered in the development of concepts and programmatic scoping. These rolling visioning sessions will place high-level decision-making directly into their hands (as an impacted population) and will include hands-on idea generation activities with the support of service providers, developers, and the project team.	The findings and insights deriving from this forum should feed directly into every aspect of the strategies phase.	Trauma-informed planning	HIGH
Community-Based Impact Assessments	Participatory Research	Project staff typically lead and document anticipated/potential community impacts associated with projects. The challenge with this is that the impacts assessed are standardized and articulated in terms that support the pre-existing intentions of the project. Project staff can work with residents in the project area to develop community based impact assessments that are non-standard and speak to the qualitative impacts experienced by residents. The documentation process doesn't have to be a written report; instead, residents can contribute to a video montage, a social media archive, a map, or other interactive/social tools.	Community based impact assessments should be prioritized early in the feasibility phase and practitioners should do all that is reasonably possible to accommodate concerns that arise through the assessments.	Trauma-informed planning	HIGH
Harm Reduction Workshops	Capacity Building	Harm reduction methods allow practitioners an opportunity to develop a prioritization system for weighing certain project features against others. Harm reduction prioritizes reducing harm where possible (as opposed to striving to eliminate harm altogether at the expense of the impacted community). Instead of striving to achieve a net-positive benefit for everyone in a project area, a harm reduction approach asks questions to determine who has been suffering the longest, who has been suffering the most severely, and what mechanisms are most readily available to reduce harm. Through workshops, project staff can establish such a prioritization system that will help prioritize available resources and communicate project benefits to the broader community.	FIndings from harm reduction workshops should aid with equitable allocation of resources across project elements.	Trauma-informed planning	HIGH
Practitioner Inservices	Organizing	Planners, engineers, and technical staff arrive at a project with the presumption of expertise. While their technical knowledge is essential to the success of the project, their professional training and experience rarely includes frameworks that encourage harm reduction methods. At practitioner in-services, practitioners can hear and learn directly from professionals who work in trauma-informed disciplines so that practitioners can incorporate alternative, equity-centered frameworks in their technical scope of work. This training should happen on an ongoing basis and does not need to be anchored to a specific project.	The learning outcomes from this event will assist the technical project staff with developing strategies that reduce harm within the project area.	Trauma-informed planning	HIGH
Temporary Route Activation	Direct Service	Being trauma informed means accommodating the unique, non-standard needs of those who are most likely to experience a disproportionate set of impacts. One way to do this is to activate and program temporary routes while permanent project are in construction. Temporary routes must go beyond arbitrary notions of faster travel and should, instead, consider the types of destinations residents may have difficulty reacher. For example, if young people need to access the neighborhood swimming pool during the summer while their usual route is under construction, practitioners can install additional wayfinding and staff can be on site to support safe passages to the pool. This may require coordination with other public works and direct services providers in the project area.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Trauma-informed planning	HIGH

Resident Leader Project Status Liaison	Direct Service	Residents can be empowered and funded to be an ongoing bridge between the community and project team. By equipping residents with money and accessible details regarding the project, project teams can ensure there is a constant flow of communication that fortifies trust and maintains transparency throughout the process.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Trauma-informed planning	HIGH
Small Business Support	Direct Service	Small business are often negatively impacted by transportation projects with disruptive construction plans and longer Implementation timelines. Practitioners should work closely with small businesses to anticipate the possible extent of construction impacts and to create a fluid dialogue that focuses on ways to mitigate impacts. Phasing, wayfinding signage, pop-up facilities, and promotional support should be offered by project staff, to small businesses	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Trauma-informed planning	HIGH
Gap Identification Workshop	Organizing	Following the Implementation of a project, project staff should meet with the various groups that were previously engaged in the project to identify areas where project outcomes differ from expectations (positive or negative) and where mobility barriers have been created/exacerbated. This can happen in the form of workshops that mirror engagement activities that have already occured, or this can happen in the form of a workshop series coving specific topics over a period of time. Remember the possibility of engagement fatigue and use creative means to reach people who may not understand that the evaluation phase is different from the planning phase of the project.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Trauma-informed planning	HIGH
Multi-Sector Concept Testing	Dialogue	Professionals from various disciplines and agencies working within the project area should have the opportunity to project concepts and to understand the process by which concepts were finalized and which priorities took precedence over others. Using a unified, multi-sector format will allow the various sectors to raise considerations and concerns that may not have been apparent to the project staff. While widespread consensus does not always lead to equitable outcomes, voting will provide a holistic overview of likely outcomes.	The feedback from this activity should inform any possible opportunities to reduce potential negative impacts caused by the project.	Cross-Disciplinary Planning	MODERATE
Post-Implementation On-Site Support (signage and staffing)	Direct Service	Partners from outside agencies and disciplines should be invited to conduct an on-site evaluation of the fully-implemented project. This can happen in the form of outdoor activations, tabling, canvassing, and stationary interactive digital touch points. People navigating the finished project area should be able to ask wquestions, provide feedback, and learn about the features that have been added to the project area.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Cross-Disciplinary Planning	MODERATE
Community-Based Data Hubs	Participatory Research	Project staff should work with key destinations within the project area to implement agreements that resource destinations to be hubs that collect information about the effectiveness, benefits, and outcomes associated with the project. Having stationary data collection points directly in the project area will ensure accurate and timely data collection and analysis. Partners from outside agencies and disciplines should be consulted to interpret and analyze the data that is collected.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Cross-Disciplinary Planning	MODERATE

Direct Feedback Hotline	Participatory Research	Project staff should set up a hotline that residents in the project area can use to communicate feedback about the effectiveness, benefits, and outcomes associated with the project. Having an accessible, low-barrier means of communication will ensure accurate and timely data collection and analysis. Partners from outside agencies and disciplines should be consulted to interpret and analyze the data that is collected.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Cross-Disciplinary Planning	MODERATE
Interactive Feedback Mapping	Participatory Research	Project staff should set up a virtual mapping exercise that residents in the project area can use to communicate feedback about the effectiveness, benefits, and outcomes associated with the project. Having an accessible, virtual means of communication will ensure accurate and timely data collection and analysis. Partners from outside agencies and disciplines should be consulted to interpret and analyze the data that is collected.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Cross-Disciplinary Planning	MODERATE
Oral Histories	Capacity Building	Oral history collection serves a dual purpose of 1) providing project practitioners with knowledge of the community they may not already have, and 2) providing the community with a formal archive of cultural and historical dynamics. The archive derived from this effort can be used to create efficiencies during the issue identification phase of projects across several decades. Once the archive has been created, communities can continue to update is as new projects and community changes come about. Oral history collection can happen in writing, through voice memos or through videos and they are best stored on a cloud that is accessible to the broader public. Ideally, the questions posed during the oral history collection process simply allow residents to share the stories they choose to share (like, "tell us about your most memorable experience in this community"). It is then up to the project team to review and infer findings based on what residents have chosen to share.	Oral histories should be stored and shared in ways that dignify the community. The stories themselves can support the issue identification phase as well as the conceptual development and feasibility phases.	Culture-affirming	MODERATE
Resident Leadership Program	Capacity Building	Residents can be empowered and funded to be an ongoing bridge between the community and project team. By equipping residents with money and accessible details regarding the project, project teams can ensure there is a constant flow of communication that fortifies trust and maintains transparency throughout the process.	Information derived from this activity can inform all phases of work in addition to future projects.	Culture-affirming	MODERATE
Non-Standard Asset Mapping	Capacity Building	Wayfinding, directional signage and spatial context is often minimal and, in some places, non-existent in project areas that have not seen transportation updates over longer periods of time. Residents should have an opportunity to meet with local creatives, planning officials, and the project team to begin establishing a preferred character/identity for wayfinding in the community. In this design lab, residents should be encouraged to develop wayfinding that specifically highlights community assets and quality of life destinations that are not typically considered by planners to be community assets.	Assets identified during this activity should be protected and bolstered.	Culture-affirming	MODERATE
Affinity-Based Assessment Hearings	Organizing	A set of affinity-based assessment hearings can mirror prior affinity-based efforts. The hearings should include practitioner-led anticipated impacts presentations. Affinity groups should then be afforded an opportunity to provide feedback on the documented likely impacts and mitigation ideas.	The feedback from this activity should inform any possible opportunities to reduce potential negative impacts caused by the project.	Culture-affirming	MODERATE

Cross-Cultural Concept Voting	Participatory Research	A community-wide opportunity to review affinity-based priorities will help residents understand the process by which concepts were finalized and which priorities took precedence over others. Using a unified format will allow the various affinity groups to be aware of common priorities or pain points in common across affinity groups. While widespread consensus does not always lead to equitable outcomes, voting will provide a high-level illustration of community-wide perceptions and priorities.	While feedback from this activity should significantly shift decisions/priorities, the feedback may help to validate information that has already been gathered and it may also build the case for recsourcing/prioritizing certain aspects of the project.	Culture-affirming	MODERATE
School-Based Project Status Updates	Dialogue	School communities can experience extremely negative impacts to accessibility and the learning environment when extensive transportation projects are underway nearby. Because of this, during the Implementation phase it is important that project staff maintain an open and flexible line of communication with the nearby school communities. In addition to this, construction plans and construction timelines should consider ways to prevent impacts to school communities altogether.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Culture-affirming	MODERATE
Affinity-Based Process Debriefs	Organizing	A set of affinity-based process debrief session can mirror prior affinity-based efforts. The debriefs should include practitioner-led reviews of project updates and delivery status. Affinity groups should then be afforded an opportunity to provide feedback on the documented progress and request additional mitigation efforts.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	Culture-affirming	MODERATE
Door-to-Door Resource Distribution	Direct Service	As projects move into the implementation phase, socio-economics facing the community could be exacerbated. Offering residents a dedicated space for connecting with the providers and resources that will fortify them during the implementation/construction phases will be imperative for protecting residents in the project area. This resource distribution effort should prioritize providing resources for barriers uniquely created/exacerbated by environmental inequities.	The extent of need identified through resource distribution should be noted such that it informs and understanding of key environmental impacts to prevent or mitigate through the project at hand.	Environmental Justice	MODERATE
Community-Industry Solution-Building	Participatory Planning	The industries (within the project area) that contribute to environmental impacts (positive and negative) should be joined with community to discuss the legacy and extent of those impacts and to consider the compounding impacts which may derive from the proposed transportation project. All in attendance should work together to brainstorm and negotiate pathways to mitigate and eliminate negative impacts.	Information derived from this activity can inform all phases of work in addition to future projects.	Environmental Justice	MODERATE

Environmental Justice Design Labs	Dialogue	It's important that the conceptual development phase is full of opportunities to reinforce the project team's priority of helping existing residents remain healthy and in-place. The environmental justice design labs should explain this intention in great detail. An interactive activity such as a personal route customization or tactical environmental justice exercise will provide much needed awareness of environmental justice. The choices and ideas offered by residents in this workshop should be archived and revisited later in the implementation phase.	This exercise builds essential capacity and reinforces trust.	Environmental Justice	MODERATE
Community-Wide Environmental Justice Priority Setting (Rolling-Basis)	Capacity Building	Partners from outside agencies and disciplines that center environmental justice priorities should be invited to conduct an on-site evaluation of the fully-implemented project. The on-site evaluation should result in a long-term plan for evaluating environmental impacts and developing concepts that extend the benefits of climate resilience project components.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Environmental Justice	MODERATE
Community Caucuses	Connecting Community	Community caucusing is an organized way to collect and sort community priorities and feedback to arrive at a semi-consensus. Caucuses are most effective when they are used to develop consensus about high-level concepts/priorities as opposed to narrow project scopes/details. By situating agency staff, executives, and elected officials within caucus discussions and with a degree of bargaining power that is equitable to that of community members, officials have a chance to hear directly from communities and answer questions that may lead to greater understanding. This format also allows practitioners and elected officials to develop concepts based on the specific needs of community members, which may inspire the use of tools or resources that weren't previously being considered.	The feedback derived from the caucussing could be used to generate project alternatives and additional features.	System-wide Accountability	MODERATE
Transformative Justice Circles	Participatory Research	Transformative Justice is a widely used framework for helping individuals and communities achieve healing from past harms. Because transportation agencies commonly have strained relationships with the communities they serve, it is important to invest in engagement activities that could resolve the strain, or at least establish terms of engagement despite the presence of strain. Transformative Justice processes must always be led and managed by a member/group in the community that has been designated/approved by community members. The scale and resources associated with the process must be known and communicated from the outset. Transformative Justice Processes can be very useful in that they often reveal an underlying priority that isn't always articulated through traditional engagement dialogue.	This process should be undertaken with the sole intention of healing–even if that does not serve a specific function of the project.	System-wide Accountability	MODERATE
Executive Immersive Engagement	Connecting Community	Elected officials, project staff, and key decision-makers within transportation agencies (executive) should prioritize having a first-hand perspective of the project areas they fund, program, and design. Without this perspective, so-called unintended impacts are most likely to happen. Community members should accompany executives for walk-alongs, ride-alongs and other on-the-ground activities that offer a day-in-the-life perspective of transportation experiences in the project area.	Project staff should modify scopes and concepts to account for new findings derived from immersive experiences	System-wide Accountability	MODERATE
Practitioner Service Days	Direct Service	Service learning is one of the most effective ways to engage a community while also increasing insight into what a community may need. Practitioners working on the projects should work with residents to identify an opportunity to be of service to the community (even if it is unrelated to transportation). While engaged in the service learning activity, practitioners should work to ensure the community knows they are accessible and accountable for the outcomes of projects in their community. "Who-to-call" information should be disseminated.	This activity could inform conceptual development and can also serve as a rapport building element with the community.	System-wide Accountability	MODERATE

Executive Experiential Learning	Capacity Building	Elected officials, project staff, and key decision-makers within transportation agencies (executive) should prioritize having a first-hand perspective of the project areas they fund, program, and design. Without this perspective, so-called unintended impacts are most likely to happen. Community members should accompany executives for walk-alongs, ride-alongs and other on-the-ground activities that offer a day-in-the-life perspective of transportation experiences in the project area.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	System-wide Accountability	MODERATE
Transparent Sustainability Planning	Organizing	Plans to expand, maintain, and compliment the project should be shared with the community broadly, through a wide range of formats. Distrust occurs when communities feel a single project was implemented with an unspoken intention of implementing a series of more disruptive projects. During project implementation it is important to be honest and open about subsequent plans.	Implementation activities should primarily intend to mitigate inconvenience and mobility barriers for communities in the project area.	System-wide Accountability	MODERATE
Symposium/Summit	Dialogue	A symposium or summit is a scalable way to provide a vast array of information in a format that allows participants to choose to learn more about the topics they are most interested in. The symposium/summit should incorporate thought leaders both from the community and outside of the community and the sessions should be interactive and suitable for multiple learning styles. Because the intention of this summit/symposium is to bolster critical analysis, selected topics should cover subject matter that is non-traditional and inclusive of identities that are often alienated from transportation planning discourse. This is not an opportunity to sell/pitch the project to community members.	The simposium/summit itself should strive to culminate into preliminary project concepts based on the issued that have been identified and discussed.	Critical Analysis	LOW
Affinity Based Project Mobilization	Organizing	Survey efforts and engagement activities can often lead to engagement fatigue. By incorporating affinity-based project mobilization tactics, the project team can host less frequent interactions with residents while focusing on specific priorities with the groups that are directly impacted by those priorities. Digital input opportunities can be incorporated to further reduce the level of engagement demand being placed on residents. Affinity based approaches also afford residents an opportunity to name what is important to them without them having to negotiate culturally-specific priorities against those of other identity groups.	Information derived from this activity can inform all phases of work in addition to future projects.	Critical Analysis	LOW
Youth-Led Needs Identification	Dialogue	Youth are often alienated from decision-making processes that shape the future of their neighborhoods. Project staff typically lead and document anticipated/potential community impacts associated with projects. The challenge with this is that the impacts assessed are standardized and articulated in terms that support the pre-existing intentions of the project. Project staff can work with youth in the project area to develop community based impact assessments that are non-standard and speak to the qualitative impacts experienced by young people. The documentation process doesn't have to be a written report; instead, residents can contribute to a video montage, a social media archive, a map, or other interactive/social tools.	Youth-led needs identification should be prioritized early in the feasibility phase and practitioners should do all that is reasonably possible to accommodate concerns that arise through the assessments.	Critical Analysis	LOW

Impact Assessment Update	Participatory Research	Updates regarding the outcomes of anticipated impacts should be provided to all groups that were previously engaged in defining anticipated impacts.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Critical Analysis	LOW
Community Celebration	Connecting Community	The project team, partners, City staff and community should be invited to participate in a celebration of project progress to-date. This event should focus solely on bringing people together and highlighting common ground regarding desired positive outcomes. This should be planned and resourced as a mass-based event and include informational handouts, quality presentation materials, and official project representatives.	Findings from the evaluation phase should be referenced in future plans and subsequent cross-agency discourse regarding the project.	Critical Analysis	LOW