

To: Rochelle Winter and Lisa Foster, City of Alameda

From: Megan Wooley-Ousdahl, Tamika Butler, and Jinal Mehta, Toole Design

Date: September 12, 2019

Project: City of Alameda Active Transportation Plan

Subject: Equity Framework - Draft

Throughout the development of the City of Alameda Active Transportation Plan (ATP), Toole Design will apply an equity framework to both the technical work and outreach efforts. This document outlines how equity considerations will be woven into this planning effort.

GUIDING QUESTIONS:

- Who is and is not participating in decision making processes?
 - How do we define disadvantaged communities in Alameda?
 - How are barriers to participation being addressed?
 - Is it clear how each aspect of engagement feeds into the overall recommendations?
- How will the ATP's outcomes benefit disadvantaged community members?
 - Are members of disadvantaged communities involved in defining what constitutes a benefit?
 - How do we ensure equitable implementation of the ATP once adopted? Is there a plan for ensuring that we stick to the project Implementation Strategy?
 - Do the ATP's recommendations address the ways that disadvantaged community members use bicycles and walk in Alameda? (e.g. time of day, all ages and abilities, social bicycling)
- What are potential burdens and unintended consequences that might result from the ATP? Some of these to be considered are:
 - Recommendations for enforcement programs that might disproportionately affect people of color and low-income people
 - Diversion of traffic from some streets to others due to implementation of new bicycle facilities or traffic calming
 - Regressive funding mechanisms
- How will an equitable outcome be measured? Some tools are:
 - Achieving goals at neighborhood vs citywide scale
 - Post-Plan evaluation metrics

STRATEGIES

Many opportunities exist in the scope to address these guiding questions.

Task 1: Project Initiation and Project Management

- To ensure that the consultant team and City staff consistently incorporate strategies in the Equity Framework into our work, the consultant team and City staff will have "equity check-points" during the

biweekly check-in calls. During the calls, the strategies below will be reviewed at the start of each task, and again at the end of the task when draft deliverables are submitted.

Task 2: Outreach Plan and Implementation

- Outreach Plan to be reviewed by Toole Design's Director of Equity and Inclusivity to identify opportunities for engaging disadvantaged community members, people of color, and low-income people.
- Public Meetings/Focus Groups/Audits
 - Maintain awareness of which organizations and people are invited to participate in the community outreach events, especially the focus groups and walking and biking audits.
 - Specifically conduct outreach to youth by inviting them to community workshops, walking and biking audits, and/or focus groups.
 - Ensure that the walking and biking audits are conducted in areas with high collision rates and within areas that score high on the CalEnviroScreen analysis. Choose venues and times thoughtfully, including going to the community during events.
 - Schedule a time that works for people who have restrictions on transportation to and from the meeting.
 - Schedule at a variety of times, to allow people with different working schedules to attend.
 - Remove physical barriers that may inhibit a participant's ability to get to and move around the space freely.
 - During meetings, use a microphone when presenting so all can hear and be a productive part of the conversation.
 - Provide materials online ahead of time and let potential participants know where they can access materials. Check these materials for screen reader compliance.
 - For outreach materials, select and work with translators to ensure that they convey project information in a culturally competent and linguistically appropriate way.
 - Communicate clearly how feedback from each event will be used.
 - Materials for outreach events should include photos that reflect the community's diversity.
 - The City will provide food and/or child care at public meetings strategically, as feasible and needed. These help make engagement accessible and possible for community members with other life demands and compensate people for their time and sharing their knowledge and expertise. The City may alternatively or additionally provide ATP-focused activities for children at events.
- Technical Advisory Committee
 - Maintain awareness of the composition of Technical Advisory Committee, ensure that the TAC is representative of Alameda's diverse community, and recognize how the TAC's composition might affect the feedback received.
- Online Engagement
 - For online engagement, provide opportunities to get the same type of feedback from in-person events. During meetings, encourage participants to share these feedback opportunities with their community contacts to expand the meeting's reach.

Task 3: Evaluate Existing Conditions and Conduct Needs Analysis

- Toole Design's demographics profile should break out those who are walking and biking by race, age, and gender, and those who are most impacted by collisions.
- Identify barriers to walking and biking that may be present for some neighborhoods or some types of trips but not others. These barriers might include poorly lit facilities or transit (bus and ferry) schedules that discourage evening travel.
- Community survey should be translated, the responders should mirror Alameda's racial and ethnic makeup.
- Toole Design's collision analysis should consider disparities in frequency and severity for people in disadvantaged groups.

Task 4: Vision and Goals

- Develop an equity goal and clearly define equity goals for the project with input from disadvantaged populations
- Define what the terms “disadvantaged” and “equity” mean for this project. These terms may encompass income, race, people with disabilities, etc.

Task 5: Network and Facility Recommendations

- Ensure that the bikeway and pedestrian network includes streets in all neighborhoods.
- Check that facility types recommended are consistent with community preferences.
- Compare placement of recommended pedestrian improvements, bikeways, and end-of-trip facilities to locations of vulnerable populations to ensure that each neighborhood is represented.
- Consider implications of recommendations, such as traffic diversion, that could impact vulnerable populations.
- Ask the question “What may be the unintended consequences of these network and facility recommendations?”

Task 6: Policy and Standards Recommendations / Task 9: Design Guidelines and Standards

- Ensure that design improvements are understandable to non-native English speakers and also non-technical English speakers.
- Ensure that design recommendations can be reviewed by people with vision impairments (e.g., large print materials). Provide opportunities for the information to be communicated in other ways beyond print.
- Ask the question “What may be the unintended consequences of these policy and standard recommendations?”

Task 7: Program Recommendations

- Ensure that recommended programs reach all populations.
- Consider possible unintended consequences of programmatic recommendations, such as enforcement programs, traffic calming and diversion, safety regulations for shared mobility, etc.

Task 8: Prioritization and Implementation Strategy Tools

- Building upon the vision and equity goals, include equity criteria as a part of the prioritization framework.
- Funding strategy should consider possible regressive impacts of funding sources (e.g. local sales tax increase or fees that may disproportionately burden low-income populations) and identify options for mitigating potential burdens.
- Ensure that bikeways and pedestrian improvements in disadvantaged neighborhoods are included in the concept designs.
- Ask the question “What may be the unintended consequences of the prioritization recommendations?”
- When developing the implementation strategy, review this Equity Framework for Metrics for a Post-Plan Evaluation.

Task 10: Plan Documentation and Appendices

- Incorporate equity actions from Task 2-9 into the Draft and Final Plan.
- As a part of the ATP, include a discussion of unexpected/unintended consequences that were identified throughout the planning process. Also document areas in which equity wasn’t embedded from the beginning of the project which required retrofitting planning efforts or areas which led to incomplete equity considerations. This documentation helps the City record lessons learned for future processes, and provides a record of the process for transparency.

Task 11: Vision Zero Action Plan

- Prioritize implementation of traffic safety measures in areas on the high injury network that also contain populations identified as more vulnerable to serious injury or death in traffic collisions, communities of concern, and historically underrepresented populations.
- Prioritize street design changes (i.e., traffic calming measures such as pedestrian crossings, sidewalks, street lighting, and signage) to encourage safe speeds over in-person traffic enforcement programs.
- Educate and inform community groups about any slow zones created.
- Implement an inclusive education campaign to transform the public's view of traffic safety to that of Vision Zero's. Focus on culturally-appropriate education campaigns in communities of concern.
- Partner with youth and schools to create targeted education programs about transportation safety around schools, especially best practices for pick-up and drop-off.
- Provide up-to-date data on traffic safety metrics, including equity metrics where possible. Present the data in a way that is easy to understand for the public. Promote awareness of the website where this data is housed.
- Include post-plan evaluation with equity metrics. See Metrics for a Post-Plan Evaluation below.

Metrics for a Post-Plan Evaluation

The following are recommended ways for the City to incorporate an equity framework into its post-plan activities.

Post Plan Adoption

- **Community Engagement** - Through a survey, ask questions to understand whether people of color, low-income people, and other underrepresented peoples feel their voices were adequately represented in the planning process and if they felt more engaged with this planning effort than with previous planning processes.
- **Access** – Conduct an analysis to determine the percent increase from pre- to post-ATP adoption in levels of access to pedestrian and bicycle infrastructure across the city compared to all neighborhoods.
 - Ask: Do communities previously identified as communities of concern or disadvantaged have a higher level of access to pedestrian and bicycle infrastructure due to the ATP?
 - Compare level of access with metrics like number of people within ¼ mile of existing or proposed high-quality bicycle infrastructure, number of high-quality pedestrian streets within specific census blocks or neighborhoods.

Post Plan Implementation

- **Level of Service** - What is the skew of types of people represented in the city vs. types of people who are satisfied with their active transportation experience? Did this increase, decrease, or stay the same post-ATP implementation?
- **Vision Zero** – What is the decrease in traffic collisions resulting in serious injury or death post-ATP implementation? Is this change represented across all communities in Alameda? Is this change represented across the high injury network, particularly in communities of concern along the high injury network?