

BLOOMINGTON SAFE STREETS FOR ALL SAFETY ACTION PLAN APPENDIX A: SAFE STREETS FOR ALL - EQUITY FRAMEWORK

October 2023

Introduction

The City of Bloomington recognizes intentional and unintentional acts of racism and systemic discrimination in the city and university. Bloomington embraces a responsibility to provide equitable access and service to all community members, especially those that are low-income, Black Indigenous People of Color (BIPOC), students, people with disabilities, youth and elder adults, and other historically marginalized groups. This Equity Framework will act as a tool to eliminate disparities in traffic safety and create an equitable transportation system.

The Equity Framework in this Safe Streets for All (SS4A) Safety Action Plan will act as a model for future planning processes. This framework acknowledges the findings around racial discrimination in Bloomington and is guided by the city's racial equity goals to address destructive systems and cultivate a culture of connectedness. The development of the Equity Framework supports existing efforts and advances initiatives around equity and inclusion by the city through the 2019 Divided Community Project Report, 2020 Plan to Advance Racial Equity, and the Future of Policing and Racial Equity task forces.

This Equity Framework:

- Establishes a definition of “equity” for the Bloomington Safe Streets for All Safety Action Plan
- Acknowledges the role of discriminatory policies and practices in infrastructure, housing and land use, law enforcement, and climate resilience that have created inequitable transportation access
- Summarizes equity and racial equity efforts that have been initiated by the City today
- Identifies Communities of Interest that have historically experienced disinvestment in transportation infrastructure, lower access to opportunities, and disparate transportation safety outcomes
- Describes the approach for increasing participation from Communities of Interest in the plan process; and
- Provides a flow chart for centering equity at each stage of the plan process, including project selection and ongoing evaluation

Equity Definitions and Principles

The Bloomington Safe Streets for All Safety Action Plan defines equity as:

“The development of planning practices, policies, and programs and dedication of financial and staff resources that intend to reverse disparity trends and historic inequities, address systemic discrimination, and establish a transportation system that provides equal access to safe travel by any mode and opportunities to all people of the community, regardless of race, color, ancestry, age, gender, disability, neurodiversity, sexual orientation, or socioeconomic status.”

Analyzing the community through an equity lens will allow the SS4A Safety Action Plan to recommend facilities in communities that have been underinvested, marginalized, or otherwise discriminated against at any point in history to improve and increase transportation opportunities. This framework seeks to apply the definition above to the SS4A planning process and delineate what an equitable transportation system means through the following principles:

- Communities of Interest should participate in and influence transportation decision-making and outcomes. Communities of Interest are defined as areas with populations that have a higher density of eight equity indicators: BIPOC, low-income households, people with disabilities, people with low English proficiency, children, elderly adults, students, and limited vehicle access.
- One's race, income, physical ability, gender, age, and other demographic characteristics should not determine their safe access to jobs, healthcare, childcare, campus, education, public amenities, recreation, and quality food.
- A person's race, income, physical ability, gender, age, and other demographic characteristics should not correlate with negative transportation-related health, safety, or climate outcomes.
- The way a person gets around (mode) should not correlate with negative safety or health outcomes, disproportionate climate impacts, or limited access to opportunities. Planning, maintenance, and funding efforts for different transportation modes, like bicycling, micromobility, walking, driving, carpooling, or public transportation should be prioritized in Communities of Interest first while considering community goals and overall system needs.
- Safe and adequate sidewalks, bikeways, and trails should be accessible for and welcoming to people of all cultural backgrounds, ages, and to people with disabilities.
- Public investments, safety improvements, and other transportation policies and programs in areas vulnerable to displacement should be paired with anti-displacement strategies to empower residents to stay in their homes, encourage small businesses to remain in place, and strengthen the character of the community or neighborhood.

Transportation Related Policies & Practices

Transportation is a key element of people's daily lives that not only allows them to access their day-to-day needs and activities, but also serves as a place for the community to gather and interact socially. Nearly everyone regularly uses the transportation system, whether to access jobs, healthcare, groceries, shopping, entertainment opportunities, or other activities. Transportation systems are complex and comprehensive, often overlapping with other systems, such as housing, land use, law enforcement, and climate efforts.

Policies and practices surrounding these systems can create inequitable transportation access for BIPOC, those who are low income, and other marginalized groups, often due to a lack of representation and institutional power. Decades of racist policies and planning practices have long-standing and detrimental impacts to these communities in cities across the country. These practices have led specific demographic groups to disproportionately suffer the burdens of transportation systems. Some of these burdens include higher exposure to pollution, public health and climate impacts, higher concentrations of traffic crashes, service gaps and inadequate infrastructure, and divisive highway construction. Local governments are responsible for reversing these practices and implementing planning practices and policies that respond to the needs of all people.

This section explains some ways in which infrastructure, housing policies, land use planning, law enforcement, and climate resilience continue to act as a barrier for an equitable transportation system. Acknowledging and understanding how these systems influence one another helps present-day planning efforts, such as the SS4A Safety Action Plan, avoid further harm, build trust from the community, and develop fair policies and practices.

By understanding where institutional issues exist, the City can employ strategic investment, planning, and implementation of equitable transportation projects, programs, and policies to create a more inclusive Bloomington.

Infrastructure

Indiana, like other American states, has a history of infrastructure that has led to inequitable transportation outcomes. Around mid-century, destructive roadway practices and a car-centered culture shift began to proliferate across the US. This occurred in conjunction with a movement to avoid racial integration, reinforce segregation, and resist efforts that would aid Black communities, such as the 1949 Housing Act. This resulted in “white flight,” which refers to the mass exodus of white and upper-class families from urban areas to suburban neighborhoods and the rise of urban sprawl. The transportation system quickly transformed to facilitate these shifts, developing practices that divided well-established and growing communities, created transportation barriers, increased serious crashes, and led to higher concentrations of pollution. These impacts were largely targeted towards Black and low-income communities through adopted plans and policies.

Highways

Like most states, Indiana’s highway system was largely developed following the first Federal Highway Act of 1956 to create what is commonly known as the Interstate Highway System. This act, in concert with the 1949 Housing Act, led to widescale construction of highways through Black communities to facilitate white flight from the 1950s through the 1970s. Many low-income and Black households did not have the financial means to follow the investment occurring in suburbs. They remained in city neighborhoods that were experiencing disinvestment in infrastructure, schools, and employment, and other services.



Figure 1: Photo of College Ave Circa 1953 (Indiana University, Bloomington)

Public housing and highway construction were the twin cornerstones of the racially motivated urban renewal that swept the country from the 1940s to 1970s, resulting in an extensive loss of urban housing stock and the creation of hyper-segregated communities. Notably, the construction of Indiana’s I-70 and I-65 highways decimated historic neighborhoods and divided multi-cultural communities in Indianapolis and the surrounding areas. Thriving businesses, residential streets, new public housing, and recreational spaces were wiped away and replaced with concrete barriers and multi-lane highways connecting new suburbs and the developing interstate network. In neighborhoods like Southside and Ransom Place in Indianapolis, property values plummeted due to the effects of the highway construction, including the traffic congestion that followed. Land acquisition to build the Interstate-70 displaced 17,000 long-time residents, and those that stayed were left with few practical options to sell and relocate.¹

While the height of highway construction occurred between 1940 and 1970, there are still highway projects being developed today that exacerbate or cause issues of disenfranchisement. The recent development of the southern segment of I-69, running along the west border of Bloomington from Evansville to Indianapolis, is a modern example of how interstate projects can disproportionately burden a portion of the population. The segments of this

¹ Bradley, Daniel. (2020). ‘Under the Highway’: How interstates divided Indianapolis neighborhoods and displaced 17,000 people. <https://www.wrtv.com/news/local-news/indianapolis/under-the-highway-how-interstates-divided-indianapolis-neighborhoods-and-displaced-17-000-people>

highway were selected and constructed despite much opposition and many protests by communities² along the corridor. While the highway will support commuters and statewide travel, it has still been destructive for many directly impacted by the highway construction. Residents have been forced to sell portions of their land and some have been impacted by damage to their property from drainage and other infrastructure issues.³ Further, the route required the destruction of approximately 1,500 acres of forest and 300 acres of wetland.⁴

One-Way Road Conversions

Along with the highways, one-way street conversions were another roadway retrofit mass-implemented around the mid-1900s to support significant increases in automobile traffic. During this time, with the cultural shift towards the automobile and away from cities, the objective of the transportation network became to move as many cars as quickly as possible across cities and thoroughfares. While successful at moving vehicles quickly and efficiently, these practices often compromise other modes of travel and cause detrimental impacts to traffic safety and community vitality. Higher speeds along roadways reduce visibility of pedestrians and bicyclists and lead to more fatal or high injury crashes.

Policies and practices that prioritize travel by private vehicle over travel by walking, biking, or transit, disproportionately harm people who are low-income and who may not be able to afford a private vehicle (70% of white Bloomington residents take single-occupant vehicles to work compared to 60% of Bloomington's people of color). Because low-income and BIPOC communities typically rely more on alternate modes of transportation, they are impacted by the negative effects of the one-way roadways at higher rates. Across the country, inequities exist related to safety for people of different demographic backgrounds. Smart Growth America found that People of Color (specifically Native and Black Americans) are more likely than other racial/ethnic groups to die while walking. They also found that people walking in lower income areas are killed at higher rates than people walking in higher income areas.⁵

The converted one-way roads typically become the main thoroughfare for daily traffic. This fact, paired with the fact that drivers are often forced to recirculate to get to their routes, increases VMT, emissions, and noise pollution in concentrated areas. This causes degraded air quality for residents and users along the corridors. Higher speeds and one direction roads also reduce visibility to local businesses. Neighborhoods across the country have seen local businesses close following one-way conversions because they lose visibility and accessibility of visitors.⁶ Many cities are restoring one-way



WRONG-WAY MOTORIST—Driver of car left (above) was one of several local motorists who today found themselves going wrong way on Walnut and College after one-way traffic went into effect this morning. Meanwhile, Street Department started working immediately on parking meters and angle parking lanes to make them conform, and no parking signs were hung on meters about Square.

Figure 2: Photo from *Daily Herald-Telephone*, Vol. 79, No. 222 (April 16, 1956)

² Roadblock Earth First! (2008). A Look at Resistance to Interstate 69 (Past, Present, and Future). <https://inthemiddleofthewhirlwind.wordpress.com/a-look-at-resistance-to-interstate-69/>

³ Sandweiss, Ethan. (2023). A year from completion, I-69 remains divisive. <https://indianapublicmedia.org/news/a-year-from-completion-i-69-remains-divisive.php>

⁴ Indiana Department of Transportation. (2011). I-69 Evansville to Indianapolis Tier 2 Studies – Section 2 Draft Environmental Impact Statement. https://web.archive.org/web/20110726163519/http://www.deis.i69indyevn.org/DEIS_Sec2/2D_Appendix_U.pdf

⁵ Smart Growth America. (2022). Dangerous by Design. <https://smartgrowthamerica.org/dangerous-by-design/#custom-tab-0-3b878279a04dc47d60932cb294d96259>

⁶ Walker, Wade, Kulash, Walter, & McHugh, Brian. (2000). Downtown Streets: Are We Strangling Ourselves on One-Way Networks? https://nacto.org/wp-content/uploads/2015/04/Are-We-Strangling-ourselves-on-one-way-networks_Walker.pdf

streets back to two-way streets to reduce vehicular speeds, increase “eyes on the road”, improve pedestrian and bicycle safety, and revitalize local business districts.

In the 1950s, Bloomington saw its own two-way to one-way conversion along College Ave and Walnut St. As with corridors in many cities across the US, College Ave and Walnut St were voted to be designated as one-way roads in 1950s to make the highway routes more convenient for parking and to improve traffic flow. Although this was met with opposition from the public and a new council attempted to reverse the controversial decision, the motion was denied by the state and the one-way streets were declared in 1956.⁷

Housing and Land Use

The neighborhood where a person lives determines what transportation options are safe, available, and accessible for them to use. This, in turn, impacts the spaces and destinations that can be accessed via the available transportation network. Conversely, investment in transit and active transportation infrastructure often corresponds to increased property values. Across the United States, housing policies, zoning laws, and land use practices have a history of being inequitable. Historically, planning and housing policies were regularly weaponized against low income and BIPOC communities to plan disinvestment, concentrate polluting industries, and maintain racial segregation. Today, low income and BIPOC communities are more likely to depend on walking, biking, and transit for travel. These types of projects should bolster these communities; however, transportation infrastructure investments often still lead to gentrification and displacement of residents in low-income areas.⁸

Redlining and Racial Covenants

Around 1916, Black families began to relocate from the South to various cities in the Northeast, Midwest, and West. These families were fleeing aggressive segregationist laws and racial violence in the South. Racial tensions subsequently rose in northern states as competition for jobs increased and large cities became more crowded. Racial violence started to erupt across the US as a result of these growing tensions.

In response, developers and white residents began to integrate racially restrictive language into housing deeds in the 1920s to prevent Black families and other communities of color from accessing quality housing. This language would explicitly ban lots being sold to or occupied by non-Caucasian residents within the property deeds. The practice was reinforced by the real estate industry and National Association of Real Estate Brokers (NAREB), which adopted racial covenants as standard language.⁹

⁷ Wiley, Grace. City of Bloomington College/Walnut History Report.

⁸ National Institute for Transportation and Communities (NITC). The Transportation, Land Use, and Housing Connection. <https://nitc.trec.pdx.edu/land-use-and-housing-research>

⁹ Evans, Farrell. (2022). How Neighborhoods Used Restrictive Housing Covenants to Block Nonwhite Families. <https://www.history.com/news/racially-restrictive-housing-covenants>

As Monroe County began to grow through the 1910s, landowners began to regularly place covenants within deed language as land was sold for new development. Much of this language exists in deeds today throughout Bloomington.¹⁰ Beginning in 2021, the Monroe County Recorder's Office developed a project to identify and remove racially restrictive language from these deeds.

The racial covenant practices were further solidified by the National Housing Act of 1934, which introduced and legalized redlining. This law provided white American families suffering through the Great Depression with much needed home-buying aid. But from its inception, the assistance excluded non-white families. The program developed maps that distinguished white and Black neighborhoods to maintain housing segregation. The Federal Housing Administration (FHA) used these maps to systematically deny Black families housing loans and insurance.

The FHA also used highways and federal housing projects to reinforce barriers between neighborhoods and keep Black residents in areas with fewer resources and services.¹¹ Aside from denying Black families opportunities for equity and generational wealth, these practices also excluded these families from public services and increased exposure to pollution and environmental hazards.

This has led concentrations of air and water pollution and wide disparities in chronic illnesses and premature death for BIPOC communities, particularly Black and Native American residents. Redlining and racial covenants were not outlawed until the 1968 Fair Housing Act, outlawing all discrimination in housing. However, 30 years of legal housing discrimination had detrimental and lasting effects on low-income and BIPOC neighborhoods. Black residents in Bloomington have reported discrimination by real estate agents and brokers to this day, including being presented with obstacles that were not presented to their white counterparts or being blatantly denied loans for homes in white neighborhoods.¹²

Affordable Housing

Because neighborhoods provide different transportation access and transportation investments influence property values, affordable housing is pertinent to transportation equity discussions. Home and rental prices have skyrocketed in the last 30 years while wages have remained largely flat, impacting families in most American cities across the US. This fact, paired with the recent rise in mortgage rates, has made home buying unattainable for many. Families are forced to rent at higher rates, especially non-white communities. In Bloomington, the Black

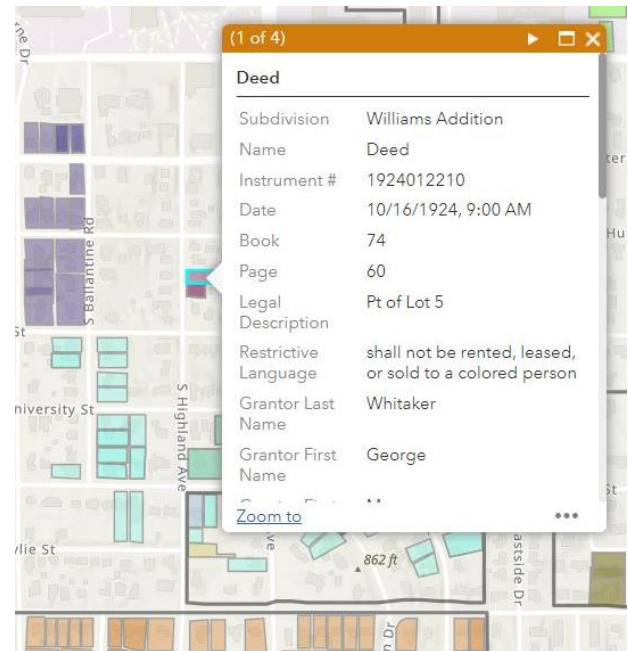


Figure 3: Example Racial Covenant Mapping (Monroe County)

¹⁰ Monroe County Records Office. (2023). Monroe County, Indiana's Racially Restrictive Covenants Map. <https://gisserver.co.monroe.in.us/portal/apps/storymaps/stories/0309438633e84d78a3d406b93a7421ad>

¹¹ Little, Becky. (2023). How a New Deal Housing Program Enforced Segregation. <https://www.history.com/news/housing-segregation-new-deal-program>

¹² Legan, Mitch (2021). Black History in Southern Indiana: Racially Restrictive Housing Covenants in Bloomington. <https://indianapublicmedia.org/news/black-history-in-southern-indiana-racially-restrictive-housing-covenants-in-bloomington.php>

homeownership gap in 2022 was 33.7%, with only 31.4% of Black families owning homes and 65.1% of white families owning homes.¹³

Around 66% of the Bloomington housing stock is rental, which continues to rise as new rental developments are built and home buying becomes less attainable. Bloomington single family housing and rental unit costs are among the highest in the state. There is limited affordable housing near the city center, and limited transportation options to connect people outside of the city center to the university, schools, jobs, groceries, entertainment, and other services. While there is not a shortage of housing units for high-income residents, there are only 24 adequate affordable housing units to serve every 100 extremely low-income household (households making 0-30% of the Area Median Income of \$33,172). The most cost-burdened residents are concentrated downtown and around the campus, come in low-income concentrated areas where people are already at a disadvantage to afford daily needs. Further, there is a growing need and demand in Bloomington for accessible and senior housing.

It is important to note that affordable housing is not only connected to transportation, but also affordable food, healthcare, and childcare. Often, affordable housing areas are further from city centers and further from goods and services, with less safe and accessible transportation options to assist with additional distances. Alternatively, residents that are willing to pay more of their income to unaffordable housing (housing is considered “affordable” when someone spends less than 30% of their gross income on housing) to live close to daily destinations are considered “cost-burdened”. This means they may not be able to pay for their other monthly needs, such as quality food or medical care.¹⁴

While the City has increased housing availability through new developments throughout the city, much of these are luxury complexes or are otherwise unaffordable to the average household. Students tend to feel forced to rent too-expensive housing to be close to the university, while non-student households may need to relocate for cheaper housing as the rent and property taxes are driven upward.¹⁵ Bloomington has implemented initiatives that aim to build enough affordable housing for residents to remain close to the city and to keep up with the growing student populations.

In the 2000s, there was a shift back to the cities from suburban areas, but there was also a trend of restricting construction of housing units which drove up the price of housing in desirable urban areas. Zoning discrimination has been outlawed, yet exclusionary zoning practices are still common today through restrictions on land uses, lot sizes, and number of units on properties. Parking requirements,

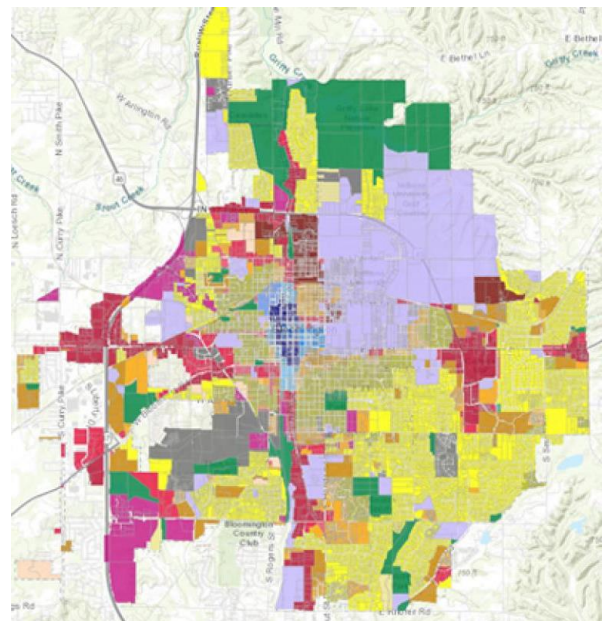


Figure 4: UDO Zoning Map

¹³ Stacker. (2022). The Black Homeownership Gap in Bloomington. <https://stacker.com/indiana/bloomington/black-homeownership-gap-bloomington>

¹⁴ Bloomington Affordable Living Committee. (2019). Report on Affordability. <https://bloomington.in.gov/sites/default/files/2021-04/Working%20Hard%20Falling%20Behind%20--%20Flat-%20Built%201%20November%202019.pdf>

¹⁵ Moser, Nick. (2023). The Problem with Bloomington Apartments and Rising Rent. <https://www.idsnews.com/article/2023/02/bloomington-apartments-rising-rent-problems#:~:text=For%20the%202022%2D2023%20school,they%20are%20building%20luxury%20apartments> .

building setbacks, and other design regulations also undermine affordable housing potential.¹⁶

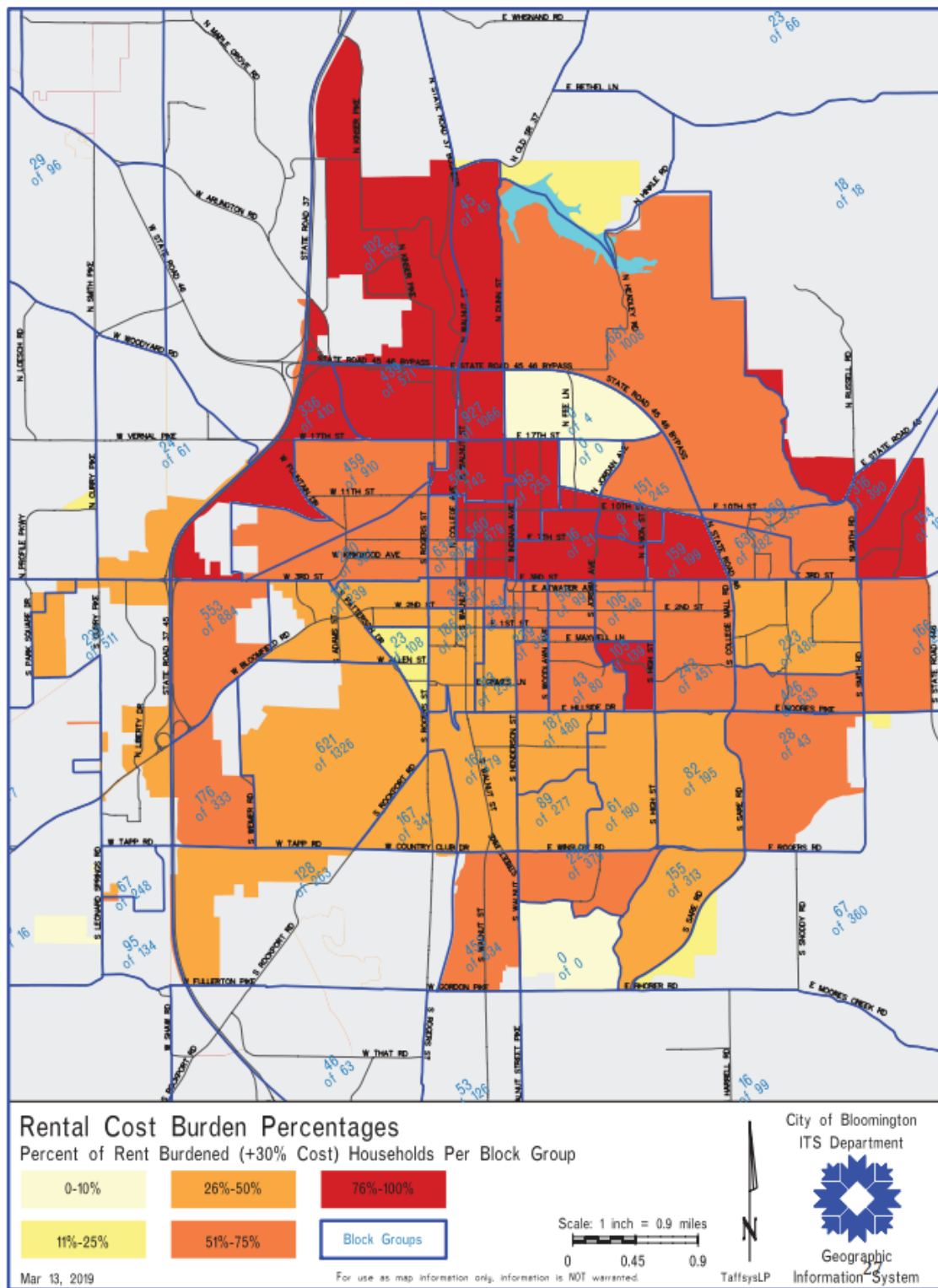


Figure 5: Rental Cost-Burden Percentages (Bloomington Affordable Living Committee)

¹⁶ Planetizen. What is Exclusionary Zoning. <http://www.planetizen.com/definition/exclusionary-zoning>

Through the Bloomington Unified Development Ordinance (UDO), zoning changes will allow more mixed-use student housing that is campus accessible, additional parks and open space protection and preservation, and expanded multi-family housing (especially duplexes and triplexes). This is intended to diversify housing, create more affordable housing, and reduce dependency on vehicles, allowing more people to live near downtown.¹⁷ The UDO has also implemented incentives for affordable housing in new developments, which is increased if there are select sustainability features. There are various federal and local funds and organizations whose missions are to assist those experiencing homelessness and low to medium income residents.

Displacement and Gentrification

Low-income, BIPOC, and other marginalized groups have been intentionally and unintentionally displaced from their neighborhoods throughout American history. This can take the form of physical displacement, either direct or indirect, or cultural displacement.

As discussed, BIPOC neighborhoods have been strategically selected for destructive infrastructure, such as highways, polluting industries, and disinvestment. This can force people to move out to make way for the development of these projects or cause them to leave over time due to neighborhood degradation.

For decades displacement has also been closely linked with gentrification. Gentrification refers to the ways in which a neighborhood is changing, while displacement refers to the impact on people that live in said neighborhood.

Gentrification is largely the process of white or higher-income residents moving to a historically marginalized neighborhood. This is often because these neighborhoods typically have cheap housing and development opportunities. When white flight led to suburban sprawl through the 1960s and 1970s, the property value of many urban areas drastically declined.

Over the last 30 years there has been an influx back to the city. These urban areas that were undesirable then, are now more desirable due to their convenient locations close to city centers. Further, many of the features that once made these areas undesirable, such as old or industrial buildings, are now prime features for art and historic districts. Many of these city neighborhoods are primarily BIPOC or other marginalized residents that could not afford to follow the exodus to the suburbs, who are now being pushed out of their neighborhoods as high-income residents return to urban areas and developers capitalize on the opportunities.

An influx of quality goods, services, housing, and infrastructure typically follows high-earning residents, causing property values to quickly rise. Even projects that are intended to serve low-income residents, such as transit or active transportation facilities, if unchecked and not paired with anti-displacement strategies, can unintentionally cause gentrification by making the neighborhood more desirable. Gentrification can result in physical displacement by raising costs of living, eminent domain for new projects and developments, or predatory investment strategies to skew property values. Vulnerable residents are often convinced by property speculators or forced to sell their home, typically much lower than fair market value.

Physical displacement can also occur through evictions, lease non-renewals, discriminatory real estate practices, and exclusionary zoning. As neighbors and businesses are replaced with new people and developments, other long-time residents may also feel pushed out by the transformation of their neighborhood.¹⁸ This can further

¹⁷ Charron, Cate. (2021). Rezoning: Explained. <http://specials.idsnews.com/bloomington-indiana-udo-zoning-districts/>

¹⁸ The Uprooted Project. (2023). Understanding Gentrification and Displacement. <https://sites.utexas.edu/gentrificationproject/understanding-gentrification-and-displacement/>

impact these residents as they are forced to move further from their jobs and regular activities if they do not have access to safe or affordable transportation.

Gentrification itself does not cause displacement of long-time residents, but the effects of gentrification do lead to displacement. With intentional policies, programs, and practices, involuntary displacement can be prevented. Discussions around residents being displaced by new housing, park space, the convention center, and other development projects are ongoing in Bloomington. Even the rezoning project allowing duplexes and triplexes on single family lots, which are intended to allow more affordability for homeowners and potential renters, runs the risk of developers taking advantage of multi-unit properties to further raise housing costs.¹⁹

Dedicated and consistent funding, business support, housing support, thorough engagement, project communication, and updated policies are strategies that can prevent displacement in the community. Safety and infrastructure projects intended to improve conditions in neighborhoods should be preceded by anti-displacement policies and strategies so that these residents are not forced out as a result of neighborhood infrastructure improvements.

Law Enforcement

Enforcement is conventionally viewed as a key component of achieving transportation safety and compliance. For this reason, an understanding of law enforcement policies and practices in Bloomington is important for the Safe Streets for All Action Safety Plan and other transportation initiatives. Transportation enforcement has a discriminatory history throughout the US, impacting the level of safety on public streets and in public spaces for specific members of the community. BIPOC, especially Black residents, are more likely than white residents to be pulled over, have their car searched, be pulled over on a bicycle, be stopped by a cop while walking, and be ticketed on transit.²⁰ Enforcement discrimination can cause a mobility issue for marginalized communities, such as BIPOC and LGBTQ people. Some cities have implemented anti-harassment programs, hired unarmed personnel for transportation enforcement, and increased engagement between the community and law enforcement members.

While only 4% of the Bloomington population, Black residents make up 23% of arrests and are nearly 5 times more likely to be arrested for low level, non-violent offenses.²¹ However, efforts such as the Police Department LGBTQ+ Liaison Task Force, reporting of hate crimes to the FBI, the Future of Policing Task Force, and anti-discrimination actions by the police department and other city leaders strengthen trust and ties to the community. When law enforcement is not a threat to any member of the community, this helps create a safe public environment for everyone and empowers vulnerable groups to use public infrastructure and services, such as transit and bike lanes.

Climate Resilience

Climate and transportation equity are closely tied in a variety of ways. As extreme weather events increase, risk to transportation infrastructure and transportation users increases. Replacement, repairs, and regular maintenance needs for infrastructure will continue to increase. Damage and maintenance issues to infrastructure can disrupt users by causing safety and convenience issues. Transportation users will not only be impacted by damage to the infrastructure, but also by the climate impacts themselves. Increase in flooding, extreme heat, snow and precipitation can be a safety barrier for transportation users. This is particularly true for bicyclists, transit users,

¹⁹ Sturbaum, Chris. (2023). A Zoning Debate in Bloomington, Indiana. <https://www.cnumidwest.org/single-post/a-zoning-debate-in-bloomington-indiana>

²⁰ Barajas, Jesus. (2021). Biking Where Black: Connecting Transportation Planning and Infrastructure to Disproportionate Policing. <https://www.sciencedirect.com/science/article/pii/S1361920921003254>

²¹ Police Scorecard. (2023). Bloomington Police Department. <https://policescorecard.org/in/police-department/bloomington>

and especially pedestrians, the most vulnerable user of the transportation system. These also happen to be the modes of transportation that underrepresented groups rely on more than their represented counterparts.

Climate impacts disproportionately impact low-income, BIPOC, and other marginalized groups, who are typically the least responsible for climate change. The transportation sector is a large contributing industry to greenhouse gas emissions, which degrade both air and water quality. Infrastructure funding, reducing climate impacts, and combating climate-change contributors in all communities is vital for the future transportation networks. Equitably implementing climate solutions and interventions will improve the transportation safety and reduce threats of climate related displacement.

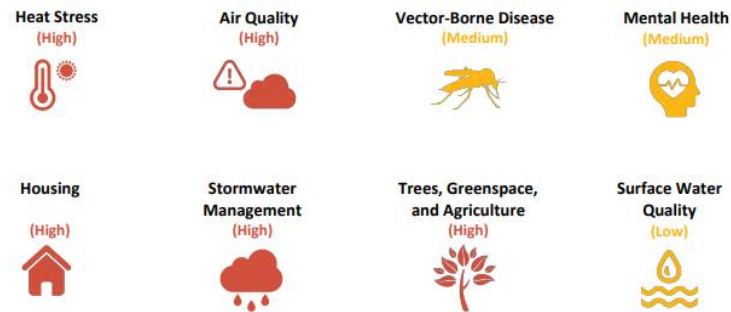


Figure 6: Bloomington Climate Change Vulnerabilities (Climate Action Plan)

Heat stress, air quality, home costs and damages, stormwater management, and trees, greenspace, and agriculture were found to be the highest vulnerability areas for climate risks in Bloomington. These vulnerabilities will likely impact low-income and marginalized residents who may be in higher risk areas, rely on walking, and biking, and public transit, and have limited options for relocation and protecting themselves from climate impacts. 63% of commuters drive alone and 61.4% of vehicle miles traveled (VMT) are single-occupancy vehicle trips in Bloomington.²² By implementing green infrastructure, climate policies and funding, sustainability incentives, greenspace and nature preservation, and other solutions, the city can build climate resilience and bolster the community against climate change. Integrating these solutions within transportation projects can improve the safety, accessibility, and convenience of the transportation network for all mode types and users.

Relevant Plans and Studies

The City of Bloomington has adopted a variety of plans and other initiatives that aim to build a safe and equitable future for the community. While not all of these plans are transportation-focused, the solutions and recommendations often overlap with transportation as described in the previous section. The project team conducted a review of these transportation and related plans, policies, and studies to identify where solutions may overlap with transportation equity considerations. Table 1 describes the findings of this equity framework assessment. A broad summary of these plans and policies can be found in the Existing Conditions section of this plan.

²² City of Bloomington. (2021). City of Bloomington Climate Action Plan. <https://bloomington.in.gov/sites/default/files/2021-04/Bloomington%20Climate%20Action%20Plan%20040521%20Reduced.pdf>

Table 1: Transportation Equity Considerations in Relevant Plans and Studies

Plan, Policy, or Study	Description	Transportation Equity Applicability
<u>Bloomington Indiana Urban Forest Assessment</u>	This is a comprehensive assessment of the City of Bloomington's urban tree forest. It identifies current and potential tree canopy coverage, priority planting levels, and heat intensity areas and sets goals for greenspace and ecosystem health.	Trees provide heat protection, stormwater management, improve air quality, and assist energy conservation. White, high-income neighborhoods typically have more tree canopy coverage than non-white or lower-income neighborhoods. Street trees can be used to create inclusive spaces, mitigate the effects of climate change, and strengthen the community.
<u>City of Bloomington 2022 Future of Policing Task Force Initial Report</u>	The task force, made up of various community leaders and members, conducted an analysis of law enforcement policies and practices and provided a set of recommendations for the police department.	Analysis of policing procedures and recommendations for policing improvements have the potential to combat discriminatory policing practices, provide police officers with resources needed to adequately serve all residents, and improve the public perception of the police department among community members. This in turn improves public safety and perception of safety in public streets and spaces.
<u>City of Bloomington 2021 Climate Action Plan</u>	This plan establishes a comprehensive vision for climate resilience in the Bloomington community. The report provides analysis of existing conditions and recommendations for areas of focus to address climate change.	These recommendations include actions to improve multimodal travel options, improve pedestrian safety, expand Complete Streets, and address greenhouse gas emissions. These efforts can improve public health by reducing pollution directly, as well as indirectly by reducing car use. These actions can also make transportation more accessible and affordable for the community.
<u>City of Bloomington 2020 Plan to Advance Racial Equity</u>	This plan was developed to evaluate City policies and programs and propose recommendations to address racism and other types of discrimination in Bloomington. This plan established a set of goals and action items for anti-racism and anti-discrimination, including developing two task forces.	Anti-racist and anti-discrimination efforts in the City can help to create a safe and inclusive space for all member of the community, particularly underrepresented groups. These actions aim to address potential issues internally in City departments, and externally in the community. Fostering a culture of equity and connection will create safe environments in all public spaces.

Plan, Policy, or Study	Description	Transportation Equity Applicability
<u>City of Bloomington 2019 Divided Community Project Report</u>	Sparked by the Farmer's Market controversy ²³ , this project was conducted to complete deeper analysis of social issues and discrimination that led to the Market controversy. This project employed a task force to provide guidance, conduct interviews with the community, and develop recommendations to address long-standing issues around discrimination in the community.	This effort is a step towards informing people about any problematic history in Bloomington, understanding discrimination that occurs in the community today, uplifting voices of marginalized groups and residents in the city, and developing actions to create a more inclusive community. Elevating BIPOC voices, combating antisemitic and discriminatory behavior, and raising concerns over housing and gentrification are most directly applicable to transportation system planning.
<u>City of Bloomington 2019 Transportation Plan</u>	This project provides a comprehensive plan for the future transportation system. The plan includes an analysis of the existing network and a recommended multimodal network and program.	The recommended network, projects, and policies in this plan aim to lower transportation costs, provide better access to multimodal transportation, improve connections across Bloomington, improve the health of the community, and reduce traffic burdens. These are especially beneficial to those that rely on active transportation and transit for transportation.
<u>City of Bloomington 2018 Comprehensive Plan</u>	This comprehensive plan sets a vision, goals, and action items to create a sustainable community and high-quality of life for all community members. This acts as the foundation for city planning and policies.	The plan highlights equity considerations for housing, environmental, and transportation efforts. The transportation objectives and action items aim to make the multimodal network more efficient and expansive, providing safe and effective transportation options for all members of the community.

²³ Healy, Jack. (2019). Amid the Kale and Corn, Fears of White Supremacy at the Farmers' Market. <https://www.nytimes.com/2019/08/18/us/indiana-farmers-market-white-supremacy.html>

Equitable Project Process

As part of the Safe Streets for All effort, this Equity Framework has identified Communities of Interest (COI) – census tracts that have higher densities of the priority demographics listed below. These groups consist of populations that have been underinvested in or otherwise marginalized throughout history in terms of transportation related planning practices. The SS4A Safety Action Plan will utilize the COI geography when conducting equity analyses and data-based prioritizations. The project team will also use COI geography to determine appropriate locations for engagement and outreach activities.

Priority Demographics

The following demographic groups have been identified as vulnerable to underinvestment or marginalization through transportation and other planning projects.

- Black, Hispanic/Latino, Indigenous, Asian, and other People of Color
- Low-Income Households
- People with Disabilities
- People with Low English Proficiency
- Students
- Children
- Elderly Adults
- People with Limited Vehicle Access
- Cost-Burdened Renters

Equity Safety Analysis

The following analyses will be conducted and assessed with this equity framework to understand how the priority demographics can be accommodated by this Safety Action Plan.

- Existing Conditions
 - » Home Ownership
 - » High Heat Intensity
- Historical Trends
- Systemic Safety
- Crash Data
- High Injury Network

Community Engagement

Community engagement is a critical piece of the Safe Streets for All Safety Action Plan. The project team intends to conduct inclusive engagement in alignment with the principles of this framework to improve equity in both process and outcome. As described in this document, the historical exclusion of marginalized communities in transportation planning and decision making has resulted in these communities having less access to safe, comfortable, convenient, and otherwise desirable transportation. This includes bike, walk, roll, and transit options. Inclusive and meaningful engagement is a step towards addressing past wrongs and preventing the perpetuation of past harms in future planning efforts.

Historically, community engagement efforts for transportation projects have attracted people who are already comfortable interacting with government agencies and have the time and resources to participate in engagement activities. Further, many members of the public have limited time to attend events, lack access to reliable internet for online engagement, or do not trust decision makers to adequately listen to their feedback because of historical wrongdoings. This often means people who are most impacted by a project do not get the opportunity to express their opinions, provide feedback, or assist in decision-making. More inclusive and equitable engagement can better help the City of Bloomington develop infrastructure and safety projects, policies, and programs that meet the needs of all residents.

Approach

The SS4A Safety Action Plan project team will intentionally engage community members who are diverse in age, race, income, ability, and language, and those who bring life experiences and expertise often missing from existing data and transportation decision-making groups. Aside from desiring to correct inequities in planning, by conducting inclusive engagement, planning projects and programs can achieve higher quality outcomes by including diverse backgrounds and perspectives. To maximize the input and guidance on the Safe Streets for All Safety Action Plan received from priority demographics living in the Communities of Interest, the project team will follow best practices for equitable engagement including:

- Successful community engagement should end with both the project staff and stakeholders feeling that their expectations were met. The International Association for Public Participation (IAP2) has created the Spectrum of Public Participation, which can help practitioners honestly select and match the goals of their participation effort with their commitment to the public (see Figure 7). While no level of the spectrum Inform, Consult, Involve, Collaborate, or Empower – is better than the other, the project team will ensure that there is honest communication with community members about the purpose of the various outreach strategies that will be employed. Full disclosure on the level of engagement is especially important when engaging historically marginalized communities – these communities have historically been on the "inform" level and, as a result, many planning projects have simply happened to them without their input. This reality is not forgotten within communities and it will take consistent and diligent work to build trust in these communities.

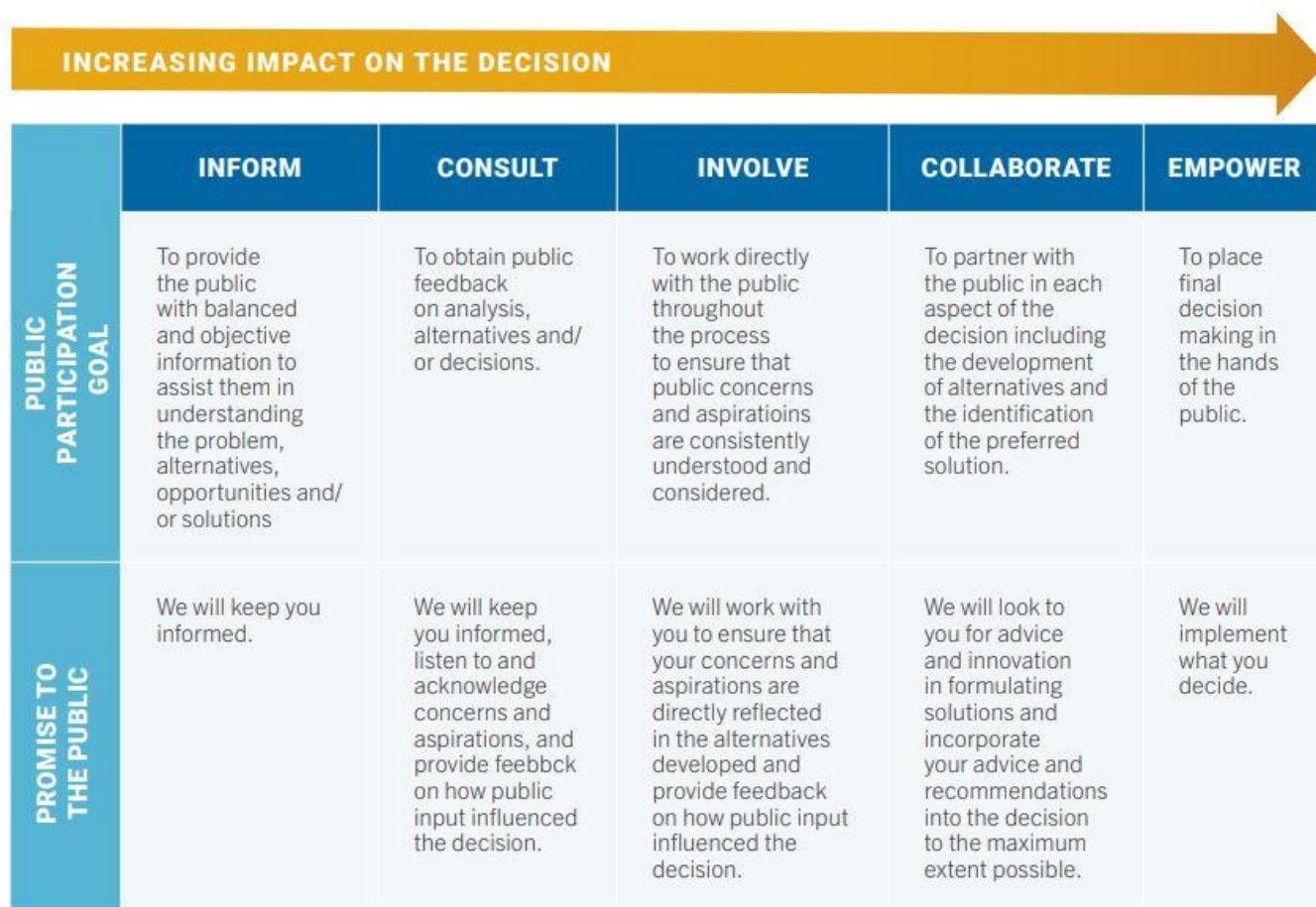


Figure 7. IAP2 Spectrum of Public Participation (source: www.iap2.org).

- The project team will prioritize strategies that allow for meaningful engagement of priority demographics including in-person events (safety week, pop-ups, open house, community group meetings, in-classroom presentations/workshops, and committees) and virtual opportunities (website updates, e-blasts, social media posts, online polls, online interactive activities).
- When identifying locations for outreach activities the project team will focus on popular and/or strategic locations within Communities of Interest. The project team may consult with organizational partners and local community leaders for advice on locating outreach activities.
- It is important that the project team members who are in the field deploying engagement strategies and discussing the planning process with residents are demographically representative of the populations they aim to engage. Therefore, the project team members deploying engagement strategies will be diverse in race, gender, age, cycling comfort, and lived experience.
- Specific engagement materials will be provided in languages aside from English that are commonly used by Communities of Interest. As appropriate, the project team will coordinate live interpretation for engagement and outreach activities that aim to reach Spanish residents.

Table 2: Priority Engagement Outreach Groups

<p>Core Factors</p> <p>Outreach efforts will prioritize engaging these populations to exceed the diversity of the city:</p>	<ul style="list-style-type: none"> • Black, Hispanic/Latinx, or other person of color (<u>consistent with categories used by the Census Bureau</u>) • Earning less than 80% of the median household income • High rental cost-burden (over 51%)
<p>Intersectional Factors</p> <p>Outreach will seek to engage a diverse set of people that represent one or more of the core factors as well as one or more intersectional factors:</p>	<ul style="list-style-type: none"> • No access to a car or don't drive • Low-AMI (0-50% of average) • Frequently walk, bike, or ride transit for transportation • Women or non-binary people • Have limited English proficiency • Are LGBTQIA+ • Have a physical or mental disability • Over the age of 65 • Young Adults (18-30) • University students • Under the age of 18 (teens who make their own mobility decisions) • A different national origin than the U.S. • Immigrant or refugee • Have high housing cost burden • Families with young children (under 12) • Are single parents

Engagement Goals

The public participation process will invite stakeholders to articulate how transportation safety infrastructure, programs, and policies impact their quality of life. Our intention is to engage the public around the conditions that determine where infrastructure can be placed, the programs that can be developed, and policies that can be revised. We respect the value the community brings to this process and warmly encourage their involvement through the development of the plan.

The principal goals of public outreach are to:

1. Implement a process that is equitable and accessible, with an emphasis on uplifting voices from the “Core Factor” (Table 2) groups, being the groups of focus for transportation equity.
2. Prioritize engagement with historically underrepresented and underserved stakeholders by collaborating with key community organizations with access and credibility to these populations, and by valuing this expertise through incentives and/or compensation for time.
3. Create awareness of the Safe Streets for All Safety Action Plan, the public input needed, and the overall process.
4. Present information in a manner that respects native languages and is culturally appropriate.
5. Provide a variety of methods for public participation that are accessible in terms of language, technology literacy, location, and time so that prioritized individuals or groups may easily participate in the process.
6. Gain substantive insights from the public to inform the plan's goals, network, recommendations, and priorities.
7. Communicate how transportation safety infrastructure, policies, and programs support the larger goals of the City around equity, connectedness, economic growth, and vitality.

To ensure the efforts and outcomes are aligned with the outreach goals and equity framework, the project team will continually measure outreach and provide periodic updates on public participation throughout the planning process.

Success Measures

We will document who participates in the process. The intent of this project is to prioritize participation of Black, Hispanic/Latino, Indigenous, Asian, and other People of Color, as well as people in low-income households, students, people with disabilities, and people residing in Communities of Interest. During each engagement activity, the team will ask for personal data from participants to ensure the process is engaging with a diverse set of residents. The data will help the team identify any gaps or potential areas for improvement and serve as general metrics to measure the plan's effectiveness and overall performance. The key data considerations include:

- Race/Ethnicity
- Age
- Gender
- Primary language spoken at home
- Disability status
- Residential ZIP Code
- University student
- Contact Information – provided when opting in to receive email communications
- Income
- Rent or own home
- Modes of travel regularly used

Note that for some engagement activities (e.g., pop-up or intercept events) it may not be feasible to collect all of these data points. At a minimum, the Team will seek to document the participant's residence ZIP code, race, and age. The Team will also track the number and impact of engagement activities throughout the project. Metrics for this effort include:

- Online interactive map analytics
- Survey participation
- Event attendees
- Social media analytics
- Demographics of individuals engaged (age, race, location, etc.)
- Number of individuals submitting feedback
- Participation in neighborhood events

Equity Framework Flow Chart

The Equity Framework Flow Chart will be a tool to inform the planning process and project selection and prioritization for Safe Streets Approach projects that center communities most impacted. Figure 8 below illustrates how the six principles of equitable transportation, identified in this document, inform the evaluation of planning process decisions across three general categories: Engagement methods; Analysis methods; and Recommended project, policy, or program.

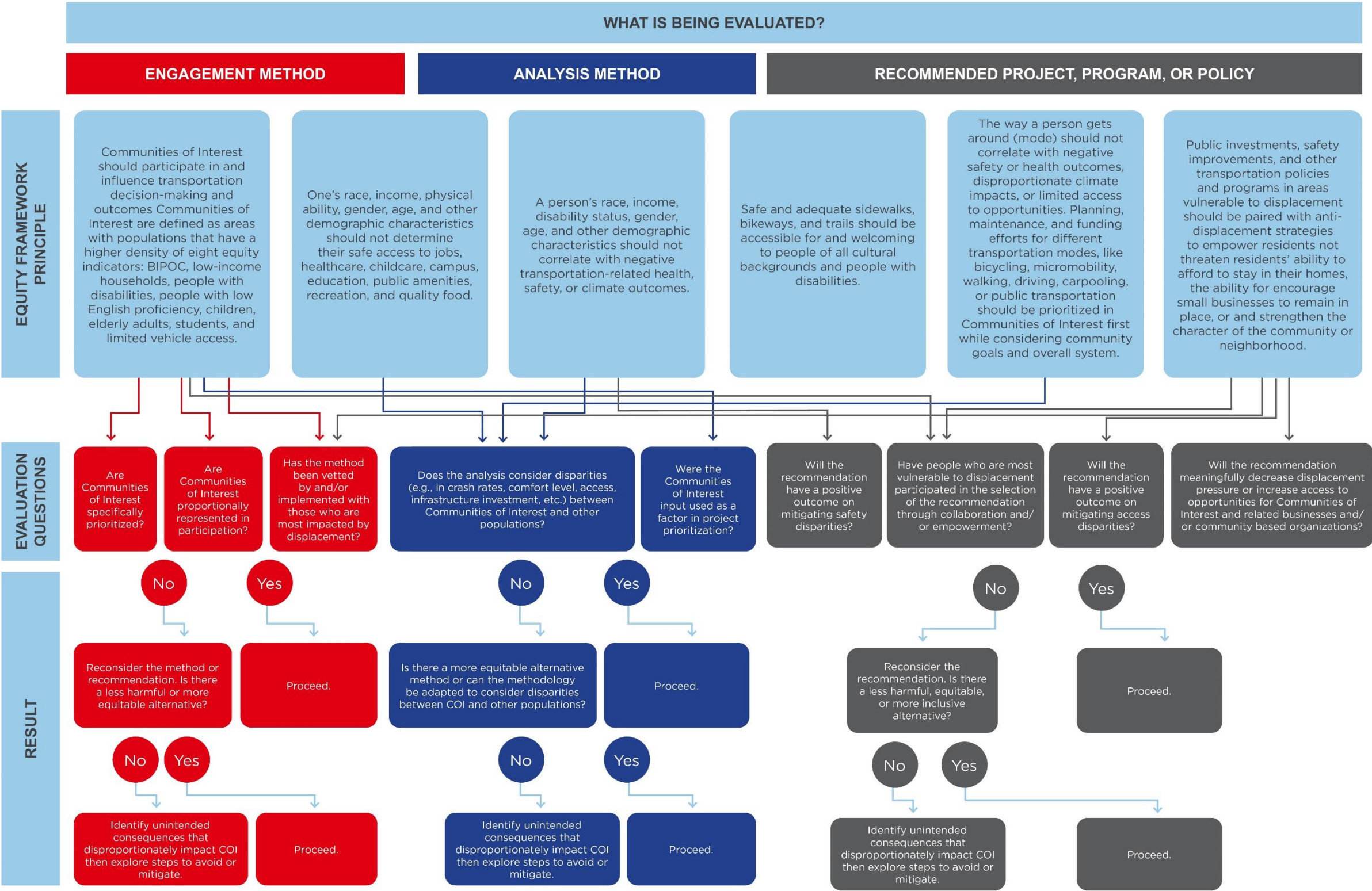


Figure 8: Equity Framework Flow Chart