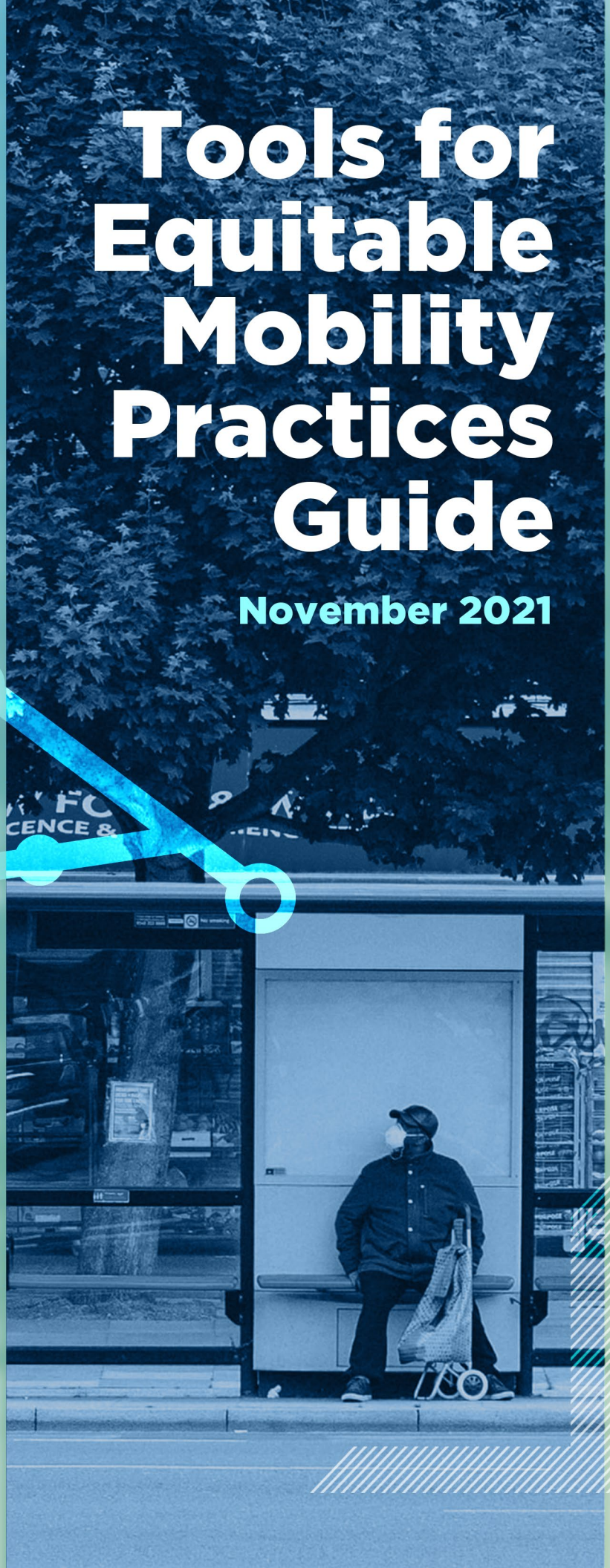
Tools for Equitable Mobility Practices Guide

November 2021



Community Science

CNT

Preface

The Barr Foundation commissioned Community Science in partnership with the Center for Neighborhood Technology (CNT) to develop a guide that explores the current landscape of existing equity assessment tools that are applicable to transportation and mobility policy decisions.

We would like to thank Lisa Jacobson, Rory Neuner, and Najah Casimir of the Barr Foundation for their direction, guidance, input, and expertise. This guide would not exist if not for their vision. We appreciate the time, support, and insights shared by Alex Karner at University of Texas, Anson Stewart at MIT, Axel Santana at PolicyLink, Azhar Chougle and Grace Perdomo at Transit Alliance Miami, Carrie Cihak at King County Metro, Darlene Flynn and Ryan Russo at City of Oakland, Elizabeth Scott at Chicago Metropolitan Agency for Planning, Hana Creger at Greenlining, Kate Lowe at University of Illinois at Chicago, KeAndra Cylear Dodds at Los Angeles Metro, Laurel Paget-Seekins formerly at MBTA, Mary Buchanan at TransitCenter, Tania Noguera at Energy Foundation, Tiffany McDowell at YWCA Evanston - Northshore, and Vig Krishnamurthy at City of Chicago. Community Science staff that contributed to this report include Amber Trout and Amy Minzner. CNT staff that contributed to this report include Bob Dean and Heidy Persaud.

Overview

This guide is meant to advance equity in the transportation field. Across the nation, there is growing recognition that transportation policies and investments have harmed, and been used as tools to marginalize, Black and brown neighborhoods, people with disabilities, and other groups. Initiated and funded by the Barr Foundation, this guide seeks to help public agencies, and the advocates and organizers who influence them, to make decisions that advance transportation equity.

This guide reviews six of the nation's leading tools for assessing potential equity impacts of new transportation policy decisions, explains the context and preconditions for the effective use of these tools, and suggests complementary activities. People who work at transportation public agencies at all levels are the primary audiences for this tool, as they have the power and responsibility to change their behavior; advocates, organizers, and community groups can also use this guide to encourage their public agency partners to use the tools profiled here.

This guide builds heavily on work by others, much of which occurred without sufficient recognition. Early work on equity in every city, including those referenced in this document, was led by advocates, organizers, activists, and community-based organizations. The governments they sought to influence routinely dismissed, ignored, or actively resisted their efforts. Yet often, with persistence, they changed government practices.

Nationally, there is a continued growing concern about the lack of diversity in public agencies and the need for accountability by community, government, and other institutions. Advocates are still calling for these institutions to take action on dismantling structural racial inequity and other disparities and to create policy solutions that drive equitable outcomes for all. This work continues with foundations and public agencies deepening their knowledge and expanding their skillsets to tackle equity issues in their policy decisions and actions. Often, this also requires examining their institutions' own values, perceptions, and behaviors perpetuating racial and other disparities.

The authors of this toolkit ask anyone who benefits from this guide to take time to reflect on their own role in perpetuating structural racial inequities. Only after self-evaluation of one's positioning in the production of racial inequities and other inequities, do we encourage users of this guide to engage and deeply listen to mobility justice groups.

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Setting the Stage

An equitable transportation system is a fundamental part of an equitable society. It would allow everyone, regardless of race, age, ability, gender, or income to travel safely, easily, and affordably, and it would fairly distribute the benefits and burdens that arise from the system.

But transportation decisions by people in public agencies have often done the opposite. Examples are numerous, such as freeway construction that destroyed Black and brown neighborhoods, federal funding policies for public transit that favor rail expansions to affluent suburban communities rather than urban transit service improvements, land use decisions that focus polluting truck traffic in communities of color, and inequitable traffic law enforcement. Even decisions that initially appear to have positive equity impacts, such as new rail stations in urban neighborhoods, can displace longtime residents, often people of color, and harm the most marginalized in the surrounding neighborhoods.

To advance equity, we need to push transportation decisions in a different direction. This requires leaders and staffers in the field to confront realities about past and ongoing harms caused by transportation decision makers and be clear about the central responsibility of government — federal, state, local, and everything in between — in causing these harms, sometimes through explicitly racist or ableist decision-making, sometimes through neglect or ignorance, and sometimes through policies that appear neutral, but still lead to disparate outcomes in communities of color and low-income communities.

It also requires government agencies, advocates, and transit funders to have comprehensive tools for assessing the equity implications of new policies and programs and build deeper capacity to implement the tools in partnership with communities most impacted by transportation policy decisions.

This guide is meant to respond to that need: it describes promising practices in evaluating the equity impacts of policy decisions in the transportation field.

Purpose of Equity Tools

A structured problem solving approach that examines the benefits and burdens on communities most impacted by policies, decisions, and actions using quantitative and qualitative data from the community so that the solution:

- Challenges any status quo or "we always did it that way" assumptions and decision-making process.
- Uses data to define the problem, racial and other disparities, and desired outcomes.
- Engages community to identify root cause of disparities.
- Leverages data and community knowledge to create a strategy and equity progress indicators.
- Builds evidence for new approaches to resource and improve conditions in communities of color and low-income communities.

Source:
City of Oakland, Department of Race and Equity

Are You Ready to Use One of These Tools?

This guide is meant to be used by people and organizations who want to center equity in transportation policy decisions. Given the responsibility of public agencies for most transportation decision-making, its primary audience is government at all levels: municipalities, counties, transit agencies, regional planning agencies, states, the federal government, and all in between. It can be valuable for not only agency leaders, but also other staff who want to advance equity at their agency but do not know how. It can also be useful to advocates, who can push government to adopt the tools in this guide, and funders, who can support advocates in doing so.

This guide is meant primarily for people working in public agencies – but that does not mean, necessarily, that your agency is ready to apply the lessons, tips, and tools within this guide today. Agencies that are ready to use this guide should have these characteristics:

1. Knowledge and acknowledgment of past harms.
Before working to solve any problem, it is important to understand what the problem is, how it came to be, and who is impacted by the problem. To ensure that efforts to increase equity do not replicate past injustices, people and organizations need an understanding of the historical context and must be willing to be honest about the harm that has been caused by transportation policies and programs.

2. Understanding of equity.
Learn more about potential equitable solutions. All the tools in this guide rely on agencies having done quantitative work in their geographies to identify and measure transportation disparities and, even better, have determined indicators to measure transportation equity.

3. Definition of equity.
Combine your understanding of current and past harms in your region with potential equitable solutions to define what doing better means in your community or agency. Defining the term equity, identifying principles, and setting goals through an inclusive process are early steps for an agency to advance equity.

5. Processes that support equity.
Infuse equity throughout your work so that you do not easily backtrack. Agencies that are ready for these types of tools have strong community engagement practices, experience partnering with advocates and mobility justice groups, internal decision-making processes that ensure that equity is considered, established internal equity expertise, and a system for accountability.

4. Commitment to equity.
Commit to doing the work. A public and authentic commitment to equity is needed at numerous levels, including leadership, board, and staff. Equally as important, there is a financial commitment to equity.

Because of this, the tools in this guide require agencies to have already taken some steps toward equity.

If your agency has made substantial progress toward having these characteristics, congratulations, and we hope this toolkit helps you move further.

Why these caveats and warnings?

The authors of this guide know that the premature application of these tools, by agencies that are not truly committed to equity (even when some staff are committed), will turn equity analysis into a performative, pro forma exercise. This is not just a theoretical issue: several examples in the transportation field, such as Title VI analysis or Metropolitan Planning Organization certification reviews, exist as a formulaic set of actions that nominally address equity but that most agencies approach as box-checking exercises.

If your agency has none or very few of these characteristics, you will not be successful because the premature application of these tools will turn your equity analysis into a performative exercise. We urge you to pause and reflect on your agencies' or organization's readiness because using these tools without a strong commitment to equity will cause more harm to communities of color and low-income communities.

To prepare your agency's readiness for these tools, here are steps you can take to advance equity:

- Educate yourself about the history of transportation inequities and the ecosystem of mobility justice organizations in your region.
- Engage internal conversations in your organization to build your capacities to talk about racial and other inequities due to policy decisions and actions in your region (e.g., complete organizational self-assessment[1] to guide readiness for your agency to take action).
- Enlist local advocates as allies. Achieving change requires agency commitment (the "inside game") and pressure from external activists (the "outside game"), so staff who face internal resistance can still make progress in partnership with external allies.
- Encourage your organization to become a member of the Government Alliance for Racial Equity, which has trainings, leadership development programs, and other options to help agencies take early steps toward equity.

These steps, and others, are described in more detail in the final section of this report, on page 27.

[1] *Annie E. Casey Foundation (2006), RaceMatters: Organizational Self-Assessment Foundation. Retrieved from https://www.aecf.org/resources/race-matters-organizational-self-assessment*

How to Use this Guide

This guide profiles six tools that policy makers and advocates across the United States have developed to assess the impacts of new transportation policies on equity:

- ***Racial Equity Impact Analysis,*** City of Oakland, California
- ***Clean Mobility Equity: A Playbook,*** Greenlining Institute
- ***Developing Policy with an Equity Lens,*** Green Justice Coalition
- ***Intersectionality-Based Policy Analysis Framework,*** Institute for Intersectionality Research and Policy
- ***LA Metro Rapid Equity Assessment,*** Los Angeles County, California
- ***The Equity Impact Review Process,*** King County, Washington

We selected these tools in collaboration with industry experts, funders, and advocates who are leading some of the best practices in the field (see Appendix A for a description of the selection process, including the specific review criteria that narrowed down to the final six tools).

Because they are promising practices the transportation sector currently has at this moment, we do not offer criticisms or rankings of any of the tools. Instead, **we review their strengths, discuss how they have been used for analysis and policy decision-making, and describe how these could be a model for other agencies to adapt for their own purposes.** We expect that users of this guide will want to modify tools to customize to their local context and needs, such as adjusting language to be consistent with existing definitions, referring to locally available data, or aligning with ongoing equity initiatives. This step is in keeping with the tools' early development. Nearly all were created through this iterative method — building upon previous tools, most commonly racial equity impact assessments, and then customized for use by the agency.

We encourage users to document their own experiences with applying the tools for policy analysis. Which questions were most difficult to answer? In what creative ways did you either perform analysis or gather input from external groups, particularly those most likely to be impacted by policy decisions? How did you modify the tool to respond to your own community needs?

We also encourage users to treat this as a learning experience: make your own tools public, discuss their use and intended impact with your governing boards and committees, evaluate how different analyses worked to advance equitable outcomes, and present your results to your own communities most impacted by your new transportation policy decisions and at conferences. The field of equity analysis is constantly evolving, and your experiences could support learning and growth at your agency and be useful to another agency in a similar position.

However, agencies should be careful in their modifications.

Changes that make tools more suitable for a local context, or build upon locally available data, are valuable. Changes that avoid difficult conversations and decisions related to race, equity and justice, or a tool redesign to justify a decision after the fact, are not consistent with the principle of equity and justice and perpetuate harm to communities of color and low-income communities. As noted in the "Are you ready for this?" section, agencies need to approach these tools with a deep and authentic commitment to use them to legitimately analyze, not simply justify, their decisions.

Tool Profiles

For each of the tools, we created a profile that highlights its unique elements, describes its origin and intended use, provides examples of real-life application and outcomes, and shares a visual excerpt. We also provide implementation considerations at the end of each profile as guidance for potential users. These considerations apply to all tools reviewed:

A solid understanding of how to use indicators that signal the state of equity (e.g., demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) relevant to the equity problems needing to be addressed in your region.

An awareness of how communities of color and low-income comunities have been most harmed by past transportation decisions, willingness to acknowledge historic and current inequities, and policy decisions to explicitly close the disparities gap in those communities.

An internal capacity in the application of an equity impact framework or an equity consultant (with lived experience and/or explicitly knowledgable of the historic and current inequities caused by transportation decisions) to provide advice and guidance on how to conduct an equity assessment that uses qualitative and quantitative data and navigates the challenges and opportunities during implementation and evaluation.

We included these considerations in each profile because we assume that some readers will not review every profile. Lastly, the authors strongly encourage users of this guide who may be seeking to hire an equity consultant to disrupt the status quo and hire consultants beyond the usual suspects — ensuring people with lived-experiences or strong inclusive facilitation skills or local nonprofit and community-based advocacy groups are given the same, if not more, consideration to serve as qualified paid consultants to address the racial inequities and other inequities in your region.

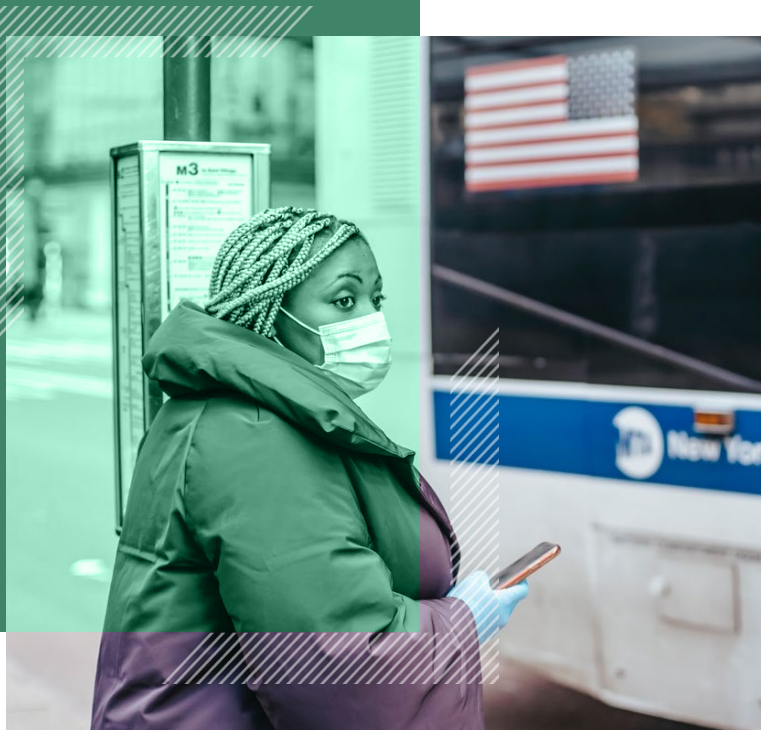
Racial Equity Impact Analysis,
City of Oakland, CA

Context

In 2015, the City of Oakland established the Department of Race and Equity to (1) explicitly embed racial equity into the city's decisions and policies, which were often seen as "race neutral" before, and (2) disrupt the replication of outcomes that perpetuate racial disparities. The racial equity impact analysis (REIA) was created as one of many steps to grow the city's capacity to "assess and design for racial equity." This work is a result of the generations of advocacy efforts by communities of color in the City of Oakland that stand up and take action toward equity. The city's REIA is based on many communities' studies that generated recommendations and documents why and how it can respond to racial inequities.

Unique Tool Elements

- Designed to prompt staff reflection, educate them about root causes of racial inequities, and guide them in using data and community engagement to shape city decisions and policy actions toward equitable change; the tool does not focus on identifying "right" answers.
- Intended to support racial equity analysis of any system (e.g., transportation, education, community development) that perpetuates inequities in communities of color and low-income communities.
- Acknowledges history of inequities in Oakland and uses results-based racial equity outcomes in combination with equity baseline indicators reports.
- Created to be used in conjunction with the OakDOTGeographic Equity Map, which identifies priority neighborhoods using seven demographic factors, a safety map of high injury intersections, prevalence of urban displacement based on neighborhood change patterns of gentrification, and populations that are disproportionately burdened by and vulnerable to pollutants.



Racial Equity Impact Analysis,

City of Oakland, CA

Vision for Equity

City government works with the community most impacted by their policy decisions "to create the conditions where everyone has access to the opportunities necessary for the community to meet their essential needs, advance their well-being, and achieve their full potential."

Intended Use

The Racial Equity Impact Assessment (REIA) uses a results-based racial equity approach that is data driven, concrete, and able to orient all analysis toward actionable solutions that will lead to more equitable outcomes. This approach educates REIA users about the history and current racial disparities in the City of Oakland and informs them about the root causes. A key ingredient for furthering the city's commitment to racial equity is intentional and meaningful relationships with communities of color and low-income communities. The tool is designed for city staff, elected officials, city leaders, and community advisory bodies at all levels to increase their effectiveness in closing the racial gap of disparities in the city.

Racial Equity Impact Analysis,

City of Oakland, CA

How the tool has been used

The REIA tool builds on five race and equity working assumptions adapted from the RaceMatters work by the Annie E. Casey Foundation. It provides decision-making prompts to help city government staff understand where they can disrupt racial bias and assumptions in their decision-making and policies. The staff uses the city's equity indicators and engagement with stakeholders, most impacted by their transportation decisions, to conduct a system analysis to comprehensively understand the potential impacts of their actions (or inactions) and identify the groups that will be most harmed. The last component of the tool helps staff think through evaluation and accountability measures as part of the results-based racial equity outcomes for the city.

The tool has been used for many projects across departments in the city government. Specifically related to transportation, the Department of Transportation Racial Equity Team builds the department's capacity to apply a racial equity analysis and focus on fostering authentic and sustained relationships with communities of color and low-income communities. Some examples of how the tool was applied to transportation-focused projects include the following:

- Informational Report to City Council on Safe Oakland Streets Initiative provided comprehensive traffic strategies (e.g., Crash Prevention Street Design Toolkit and Oakland DOT Safety Map) to prevent serious and fatal traffic crashes and eliminate related disparities impacting Black, Indigenous, and people of color communities; people with disabilities; and low-income populations.
- Equity-focused Paving Plan invested $100 million over three years, with funding from Measure KK, which residents voted on, that provides bond funding for repaving roads over three years. OakDOT used REIA to center racial inequity in a structural and strategic approach that guided how to equitably invest these funds into communities of color and low-income communities. Through the REIA process, OakDOT prioritized paving by both road conditions and the proportion of residents in neighborhoods that have been impacted by the lack of investment in transit services — people of color, low-income housing, people with disabilities, households with a severe rent burden, people with limited English proficiency, and youth/seniors. The result of this work was the city shifting how it prioritized repaving roads — from an "80/20" approach, with 80% of funding going to major arterials, to a "25/75" approach that invested $75 million in local streets that have been largely neglected due to insufficient funding and intends to spend $25 million on major arterials (see exhibit below).

Racial Equity Impact Analysis,
City of Oakland, CA

Users of this tool will need:

- A solid understanding of how to use equity indicators (e.g., demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) in your region.
- An awareness of how communities of color and low-income communities have been most harmed by past transportation decisions, willingness to acknowledge historical and current inequities, and a policy decision to explicitly close the disparities gap in those communities.
- An internal capacity for conducting an equity analysis in transportation or an equity consultant to provide advice and guidance on how to conduct a REIA that uses qualitative and quantitative data and navigates the challenges/opportunities during implementation and evaluation.
- A commitment to dedicating time to deeply engage with each step of the REIA tool, specifically the community engagement and evaluation and accountability sections, to truly shift old policies and practices to centering racial equity in all decision-making and actions.

Racial Equity Analysis Worksheet

Access Tool

Clean Mobility Equity: A Playbook, Lessons from California's Clean Transportation Programs,

The Greenlining Institute, CA

Context

The playbook was developed to describe how to evaluate California's clean mobility programs and policies using an equity evaluation method that considers six equity standards of equitable investment. Each standard lists a gradient of strategies from minimum to transformative. Minimum equity represents quicker and easier approaches that are essential building blocks of any equity policy (e.g., awareness of inequities and the impact of their policy decisions on communities of color and low-income communities). Transformative approaches are more challenging, take political buy-in and willpower, and require a larger amount of time, resources, and effort (e.g., prioritizing the distribution of investments to populations most harmed by systemic racism). This equity evaluation rubric was applied to 12 equity programs in California. This analysis was documented as case studies in the playbook.

Unique Tool Elements

- **Informed by stakeholders** from a **diverse cross-section** of researchers, state and local agencies, community-based organizations, schools, equity consultants, and advocates.
- **Designed as a guide** for California and for other states and federal agencies developing and implementing similar clean transportation and climate programs.
- Intended for **evaluation of government programs** by a third party, rather than self-evaluation by government staff.
- Makes clear that equity needs to be **incorporated in numerous stages** of a program: its mission, process, outcome, and measurement and analysis.

Clean Mobility Equity: A Playbook, Lessons from California's Clean Transportation Programs,

The Greenlining Institute, CA

Vision for Equity

"Transforming the behaviors, institutions, and systems that disproportionately harm people of color... increasing access to power, redistributing and providing additional resources, and eliminating barriers to opportunity to empower low-income communities of color to thrive and reach full potential."

Intended Use

The equity evaluation method was created to focus on assessing the alignment of strategy and intended goals to ensure equity throughout the process, outcomes, and evaluation to hold decision-makers accountable to the communities they serve (see image on page 23 of the playbook). Administrators of clean mobility programs are expected to work with community partners to identify equity approaches and metrics to understand if minimum equity is met (e.g., focus on reducing harm), eventually advancing toward more transformative approaches (e.g., focus on shifting power to communities).

Clean Mobility Equity: A Playbook, Lessons from California's Clean Transportation Programs,

The Greenlining Institute, CA

How the tool has been used

The playbook is meant to be used to evaluate public sector programs. Greenlining Institute strongly recommends that an external equity leader be engaged to conduct a third party equity evaluation to offer critical, constructive feedback about how a policy decision or program was implemented. We acknowledge that any evaluation done by humans will come with some level of bias. Again, we encourage users to work with equity leaders with lived-experiences and community stakeholders that have and continue to be harmed by transportation policies and programs. Greenlining does not recommend that public agencies use the playbook for internal self-assessment. However, public agencies and external advocates could apply elements of it proactively, as it illustrates important equity questions that should be considered during program design.

The Greenlining Institute has applied the playbook to 12 clean mobility program case studies to demonstrate the range of ways action can be taken toward equity in each of the six equitable investment standards:

- **California Air Resource Board's (CARB) Clean Mobility Equity Programs** case studies show how eight programs advance equity in urban, suburban, and rural geographies, such as the Sustainable Transportation Equity Project, Agricultural Workers Vanpool Project, and Carsharing and Mobility Hubs at Affordable Housing. Findings from applying the standards to CARB's programs led to a shift toward funding more holistic approaches that address what communities require to be sustainable and equitable (e.g., surveys, outreach, capacity building, workforce development).
- **CARB's Clean Vehicles Incentives** case studies provide examples of programs that specifically target low-income consumers and apply strategies such as financial education and consumer protection measures to help reduce barriers to electric vehicle adoption. CARB was able to see that these programs, such as the Clean Vehicle Rebate Program, have historically overresourced middle- and high-income white people and so, began to shift state funding to explicitly cater to the hardest-to-reach populations.

Clean Mobility Equity: A Playbook, Lessons from California's Clean Transportation Programs,

The Greenlining Institute, CA

Users of this tool will need:

- A solid understanding of how to use equity indicators (e.g., demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) in your region.
- An awareness of how communities of color and low-income communities have been most harmed by past transportation decisions, willingness to acknowledge historic and current inequities, and a policy decision to explicitly close the disparities gap in those communities.
- **An external equity consultant that can apply the principle-based framework to assess how your program or policy met or did not meet the six standards of equitable investment in transportation.**

Clean Mobility Equity: A Playbook, Lessons from California's Clean Transportation Programs

Access Tool

Developing Policy with an Equity Lens: A Restorative Proposal Review Questionnaire,

Green Justice Coalition, MA

Context

"The Green Justice Coalition (GJC) is a coalition that unites grassroots organizations, environmental groups, and labor unions to advance Massachusetts towards a sustainable, equitable, and clean energy economy. GJC does this by fighting for a more locally controlled, public energy infrastructure that builds community wealth and health." GJC developed this tool out of necessity to center the voices of people of color and low-income people and their communities, because grass-top organizations were relying on GJC to do their equity analysis and GJC had insufficient resources or capacities to complete the breadth of analysis needed. To relieve this pressure, GJC sought to build the grass-top organizations' capacity to do this work on their own.

Unique Tool Elements

- **Designed by grassroots organizations,** environmental groups, and labor unions **specifically for grass-top organizations** to educate and guide them in applying an equity lens to their policy work.
- Uses **detailed prompts to make visible the unintended impacts** of new technology, tax strategies, land-use policies, and environmental resource protection and preservation strategies on communities of color and working-class persons and families.
- **Acknowledges the power dynamic** between grass-top and grassroots organizations and highlights the responsibility that streams from each type of organization's role in the ecosystem of environmental justice.

Developing Policy with an Equity Lens: A Restorative Proposal Review Questionnaire,

Green Justice Coalition, MA

Vision for Equity

The GJC created a set of principles that guides their sustainable, equitable, and clean energy economy efforts and actions:

- Working-class communities and people of color must be at the forefront of decision-making because they suffer the most from dirty fossil fuel economy and the climate crisis.
- Confronting the climate crisis is not only our responsibility but also our right. To do this, new green resources must be accessible to all, and a great share should be distributed to communities most unfairly impacted.
- It is our right to demand that those who continue to profit from the climate crisis take greater responsibility for addressing the inequities that stem from the fossil fuel economy.
- Fossil fuel workers have a right to a just transition, which means as we move towards renewable energy, we must ensure all workers have adequate severance pay, extended healthcare benefits, job training opportunities, and priority hiring.

These principles are incorporated throughout the Equity Lens Tool to ensure that clean energy policies center the rights of working-class communities and communities of color to live in safe, healthy environments with access to resources and opportunities to live in prosperity.

Developing Policy with an Equity Lens: A Restorative Proposal Review Questionnaire,

Green Justice Coalition, MA

Intended Use

The GJC tool strongly encourages GJC's environmental allies (the grass-top organizations they are seeking to influence) to not only support their policy work but also share leadership in analyzing and developing environmental policy strategies. The tool is designed for grass-top organizations and funders to review their ongoing or future policy work to further environmental justice or address the climate crisis. It has four sections, each with a set of detailed questions, to achieve the following:

- Educate grass-top organizations and funders on the **economic, racial, and gender disparities** in a community, including workers, seniors, youth, and persons with disabilities most likely disproportionally burdened by a policy decision or implementation (e.g., sales tax, congestion pricing, new technologies).
- **Protect and preserve** public land, resources, and services by considering community **oversight and accountability strategies,** the impact of public sector jobs, and use of public dollars to benefit communities of color and low-income communities.
- **Promote racial and gender equity** by requiring the user to consider how the benefits of the policy decision or implementation are directed to women, people of color, seniors, youth, and persons with disabilities (e.g., family-sustaining wages, safe work environment, representation in decision-making).
- **Advance opportunity** towards a more sustainable, equitable economy by **understanding the long-term solution** needed now to address the climate crisis (e.g., new green resources and technologies distribute to most impacted communities) and decrease the wealth divide based on race, class, and gender (e.g., job training, priority hiring, healthcare).

Developing Policy with an Equity Lens: A Restorative Proposal Review Questionnaire,

Green Justice Coalition, MA

Users of this tool will need:

- A solid understanding of how to use equity indicators (e.g. demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) in your region.
- **To adapt the phrasing and substance of the equity questions, specifically, the questions related to consumption revenue sources (e.g., vehicle miles traveled tax, congestion pricing) and new technology that exacerbates inequities in class, race and gender or other inequities, to the mobility policy context.**
- **A commitment to incorporate a fundamental shift that requires equity to be at the core in all policy development processes and during the implementation phase.**

Developing Policy with an Equity Lens: A Restorative Proposal Review Questionnaire

Access Tool

An Intersectionality-Based Policy Analysis (IBPA) Framework,

**Institute for Intersectionality Research and Policy,
Vancouver, BC, Canada**

Context

The IBPA framework was developed to address the gap in health-focused policy analysis tools. The goal of the framework is to actively examine the multiple ways people can be excluded or harmed and privilege those voices typically excluded from policy roles. This framework was designed to provide a method to center equity in the decision-making capacity of policy decisionmakers. The framework intends to understand the differential impacts policy decisions may have on people based on their social category, understanding that peoples' lives cannot be reduced to a singular category. Rather, it acknowledges that people have many social categories that intersect and can result in harmful cumulative impacts by a policy decision.

Unique Tool Elements

- **Designed for government agencies** as a guide for considering the **cumulative impact of a policy** decision on many social categories (e.g., gender, race, class, age, and sexuality) and focusing on the root cause that may replicate inequities in a system.
- Framework composed of **12 overarching questions** to help shape policy decisions and actions for equitable investment at each stage of the policy development and implementation process, outcomes, and evaluation.
- **Four case studies** to **illustrate how to apply** the Intersectionality-Based Policy Analysis (IBPA) framework, considering the multi-level interacting social categories, environmental factors, and power structures that shape and influence peoples' ability to thrive.

An Intersectionality-Based Policy Analysis (IBPA) Framework,

**Institute for Intersectionality Research and Policy,
Vancouver, BC, Canada**

Vision for Equity

"Intersectionality" has deep roots in Black feminist writing and Indigenous feminism. The term was coined by Kimberlé Crenshaw and has informed a process for understanding the impact public policy may have on people's social categories, relationships, and interactions. The central tenets of this paradigm are:

- Human lives cannot be reduced to single characteristics;
- Human experiences cannot be accurately understood by prioritizing any one single factor or constellation of factors;
- Social categories/locations, such as race, ethnicity, gender, class, sexuality, and ability, are socially constructed, fluid, and flexible;
- Social locations are inseparable and shaped by interacting and mutually constituting social processes and structures, which, in turn, are shaped by power and influenced by both time and place; and
- The promotion of social justice and equity [is] paramount.

Intended Use

The IBPA framework was developed to help users to generate knowledge to identify solutions to operationalize equity in their policy decisions and implementation. The framework is intended for public agencies and external advocates at all stages of their policy decision-making. It has 12 questions, and users should start with the first set of descriptive questions. As the user, your responses to those questions will guide you to know which additional questions need to be answered to complete the equity analysis.

An Intersectionality-Based Policy Analysis (IBPA) Framework,

**Institute for Intersectionality Research and Policy,
Vancouver, BC, Canada**

How the tool has been used

This framework introduces how an intersectionality-based approach can be applied to policy decisions and implementations to advance equity. It has not been used the same way as other tools in this guide. Instead, anyone that uses the tool will need to adjust the questions to the context of their community. The case studies, written as an academic exercise, are meant to provide an understanding about how the IBPA framework can identify equity-centered solutions to shape future policy decisions. A few of these include the following:

- **Analysis of Maternity Care Policy Recommendation:** The reviewer applied the IBPA framework to identify potential policy development recommendations to foster equitable access to quality maternity care to birthing women. Specifically, women trying to meet their needs for maternity care services in rural and regional areas of British Columbia. Recommendations identified were to (1) address stigmatizing assumptions and language about women needing additional care and (2) focus on solutions that do not suggest there is one standard way to address care women may need during pregnancy.
- **Policy Analysis of HIV prevention Funding for Gay Men:** The reviewer used the IBPA framework to describe how the allocation of HIV prevention funding for gay men does not invest in long-term strategies to reduce HIV infection among gay men in British Columbia. Specially, how public health policies, often based on harmful stereotypes (e.g., all gay men are privileged), result in widening disparities in HIV infection among gay men. A recommendation was to shift more funding to community-based programs as a strategy to increase access to quality care and to address the challenges of homophobia and limited knowledge of the gay men communities' vulnerabilities in health policies.

An Intersectionality-Based Policy Analysis (IBPA) Framework,

Institute for Intersectionality Research and Policy,
Vancouver, BC, Canada

Users of this tool will need:

- A solid understanding of equity indicators in your region, including an understanding of which communities have been harmed by past and current transportation decisions.
- An awareness of how communities of color and low-income communities have been most harmed by past transportation decisions, willingness to acknowledge historic and current inequities, and a policy decision to explicitly close the disparities gap in those communities.
- **Identify an external equity consultant that can apply the IBPA framework to transportation issues and identify intersectional-focused policy solutions.**

An Intersectionality-Based Policy Analysis (IBPA) Framework

Access Tool

LA Metro Rapid Equity Assessment (REA),

Los Angeles County, CA

Context

LA Metro developed its REA tool during the COVID-19 crisis because it recognized the need to center equity in its emergency and fast response decisions. Specifically, an equity subcommittee of the COVID-19 Recovery Task Force created the tool; the subcommittee was tasked with developing a tool to help assess all the recommendations generated by the task force. A key member of the task force was the Executive Officer of Equity and Race, who played a lead role in developing the tool.

Unique Tool Elements

- **Designed to support fast response, public-crisis decision-making, and action,** though still requires understanding of historic and current inequities in place (e.g., in Los Angeles County).
- Clear requirement that **Equity Liaison from the Equity and Race Office be consulted** whenever LA Metro staff answer "no" to questions in the tool, because "yes" is typically the right answer from an equity perspective, given the historic inequities throughout Los Angeles County.
- Includes Equity Focus Communities Map that **identifies communities** in the county that will **most benefit from transportation investments** to address inequities from policy decisions and actions.
- Builds upon a **suite of equity tools LA Metro** has already developed for longer-term equity assessments.

LA Metro Rapid Equity Assessment (REA),

Los Angeles County, CA

Vision for Equity

"Equity means that Metro's service delivery, project delivery, policymaking, and distribution of resources account for the different histories, challenges and needs of the communities across Los Angeles, County; it is what we are striving towards."

Intended Use

The REA tool was created to be responsive to the COVID-19 Recovery Task Force's need to make fast-paced decisions within the context of the virus. The expectation was that the tool would be applied to all Task Force recommendations and used to help prioritize decisions that have the greatest ability to further equity. The tool is designed to be used by project teams with a variety of experiences, knowledge, backgrounds, and skillsets. Staff submit their completed Rapid Equity Assessment forms to be reviewed and potentially followed up by the Department's Equity Liaison. A summary of the REA is expected to appear in any reports or other document explaining a department's decisions or recommendations.

LA Metro Rapid Equity Assessment (REA),

Los Angeles County, CA

How the tool has been used

The tool was applied to all the COVID-19 Task Force recommendations. The tool has evolved and is now being used to assess proposed Metro decisions and actions for demonstrated equity considerations and potential outcomes.

- Metro staff have used the Equity Focus Communities Map, which currently includes three indicators: income, race, and vehicle ownership, to identify communities where strategic transportation investments (e.g., the Long Range Transportation Plan, Business Solution Center Expansion study, Transit-Oriented Communities Implementation) could have the greatest impact in eliminating disparities.
- The REA tool was used to guide engagement with community members to understand disparities and needs for projects such as the Better Bus Initiative, Adopt-A-Bike program, and the Goods Movement Strategic Plan.
- The tool has provided equity assessments for a range of projects, including the Foothill Gold line Extension Phase 2B, LINK Union Station, East San Fernando Valley Light Rail Transit, North Hollywood to Pasadena Bus Rapid Transit, and three projects that collectively complete the LA River Bicycle Corridor.
- LA Metro has integrated the REA tool into the agency's ongoing decision-making process so that the equity impact on transportation service, safety, or customer experience is considered for all actions or decisions. The intended outcome is a substantial shift in how projects are designed and implemented.

LA Metro Rapid Equity Assessment (REA),

Los Angeles County, CA

Users of this tool will need:

- A solid understanding of how to use equity indicators (e.g., demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) in your region.
- An awareness of how communities of color and low-income communities have been most harmed by past transportation decisions, willingness to acknowledge historic and current inequities, and a policy decision to explicitly close the disparities gap in those communities.
- An internal capacity for conducting an equity analysis in transportation or an equity consultant to provide advice and guidance on how to conduct a racial equity impact analysis that uses qualitative and quantitative data and navigates the challenges and opportunities during implementation and evaluation.
- **A clear need for rapid decision-making or assessment, which justifies the use of this particular tool; more comprehensive tools, which take longer, should be employed if more time is available.**

Rapid Equity Assessment (REA)

Access Tool

The Equity Impact Review Process (EIR),

King County, WA

Context

King County began its commitment to Equity and Social Justice (ESJ) during the 1990s. In 2005, it named the county after Martin Luther King, Jr. In 2006, the Dellums Commission Report articulated the disparities in education, healthcare, and criminal justice that men of color faced in the U.S. and the Place Matters initiative created interdisciplinary teams to focus on the social determinants of health. The ESJ Initiative was launched in 2008, followed by County Ordinance 16948, which added the "fair and just" principle and 14 Determinants of Equity to King County's strategic plan. These additions resulted in more policies being reviewed through the lens of fair and just before policy decisions and actions occurred. In 2014, the ESJ impact (ESJI) analysis was created to help county staff more clearly see how to incorporate the ESJ lens in government processes and decisions. More tools, data reports, and resources were created over time to support the ESJI. These have coalesced into the Equity Impact Review (EIR) process overview tool.

Unique Tool Elements

- Designed to **prompt staff reflection** about root causes of racial inequities and guide them in **using data and community engagement to shape** the county's decisions and policy actions.
- Intended to support **racial equity analysis of any government policy decisions and investments** that impact systems (e.g., transportation, parks and recreation, education, community development) that could perpetuate inequities in communities of color and low-income communities.
- Reinforced by several background reports and maps that **document the history of inequities and current conditions** in King County, including a report on determinants of equity, which includes race and many other factors as elements of equity.
- An **established tool** that has been in use for over a decade and is well supported by a **suite of equity tools,** resources, and data that link directly to tool implementation.

The Equity Impact Review Process (EIR),

King County, WA

Vision for Equity

The King County ESJ centers “Racially Just” as a major value, stating that “true opportunity requires every person have access to the benefits of our society regardless of race, gender and gender identity, class, geography, religion, sexual orientation, age, disability or other aspects of who we are, what we look like, where we come from, where we live and what we believe in.”

Intended Use

The EIR process is designed to consider the different “frameworks of equity being impacted,” such as distributional, process, and cross-generational equity. The process ensures that equity impacts are consistently incorporated into the design and implementation of all proposed policies, programs, or capital projects and operational modifications.

The EIR process integrates quantitative and qualitative data from community engagement findings to inform planning, decision-making, and implementation of actions that affect equity in King County. Before undertaking the process, the user must consider the cultural diversity of the organizational team, specifically including members that engage with the community regularly, managers and leaders, and subject matter and feasibility experts. The process is intended for county staff, elected officials, county leaders, and community advisory bodies at all levels to increase their effectiveness in eliminating racial disparities in King County.

The Equity Impact Review Process (EIR),

King County, WA

How the tool has been used

County staff use the EIR process to understand to what extent their proposal impacts or advances equity and provides a checklist for the different steps to take action on the inequity(ies).

The tool has been used for many projects across departments in King County. The ESJI guides and builds the capacity of county departments to create pro-equity policies, practices, and systems focused on "upstream" root cause solutions. Some examples of how the tool was applied to projects:

- **Transit decisions:** The Department of Transportation applies social equity service guidelines when making decisions related to reductions or enhancements in transit service. These guidelines were proposed by a transit task force and then adopted by the county council as a result of the county's focus on applying an equity lens and using data related to equity impacts to evaluate all new policies.
- **Park Access:** Department of Natural Resources and Parks (DNRP) developed a scorecard to assess the distribution of parks, open space, trails, and farmer's markets by race, income, and language spoken.
- **DNRP** has made a policy decision to keep selected parks open within the Urban Growth Area and to invest in improving parks in low-income, racially diverse communities to mitigate equity impacts.

The Equity Impact Review Process (EIR),

King County, WA

Users of this tool will need:

- A solid understanding of how to use equity indicators (e.g., demographics, environmental pollutant burden, safety, neighborhood changes that result in displacement) in your region.
- An awareness of how communities of color and low-income communities have been most harmed by past transportation decisions, willingness to acknowledge historic and current inequities, and a policy decision to explicitly close the disparities gap in those communities.
- Internal equity capacities to provide advice and guidance on how to conduct a racial equity impact analysis that uses qualitative and quantitative data and navigate the challenges and opportunities during implementation and evaluation.
- **A commitment to dedicating time to deeply engage with each step of the EIR process (across different levels of the agency and engage capacities at all levels), specifically the community engagement and evaluation and accountability sections, to truly shift old policies and practices to centering racial equity in all decision-making and actions.**

The Equity Impact Review Process (EIR)

Access Tool

Digging In and Getting Started

This is a pivotal moment for equitable change in the transportation and mobility field. Stakeholders across the field are using tools such as those profiled in this guide to foster and sustain equity-informed decision-making. They are also increasingly working across sectors to address inequities and remove barriers so everyone has fair access to opportunities to meet their essential needs, advance their well-being, and achieve their full potential. Wherever you and your agency or organization are starting from, you have steps you can take to accelerate change. Whether you are a longtime advocate and champion of equitable mobility policies or just starting to deepen your awareness, your work and voice are needed to bring about true system and policy transformation. Here are some actionable steps identified by people engaged in this process:

If you are part of a public agency,

- Acknowledge the history and trauma your agency has caused in communities of color and low-income communities.
- Engage a diverse range of community voices at multiple points in the policy decision and implementation process to identify the root cause of an issue and the solutions.
- Assess agency readiness to adopt an equity tool, and take steps to build capacity to move forward and select a tool that will work within your local context.
- Become a member of the Government Alliance for Racial Equity, which has trainings, leadership development programs, and other options to help agencies take early steps toward equity.
- Sustain equity-informed decision-making through system changes and working across sectors.
- For other specific ideas, review Equity in Practice, a comprehensive guide for transit agencies with actions that can be applied by other transportation agencies too.

If you are an advocate for equitable mobility policies,

- Speak with allies in public agencies to identify opportunities to push for change.
- Engage community leaders from communities of color and low-income communities, document injustice, and identify solutions.
- Introduce tools like those mentioned in this guide to public agencies.

If you are a philanthropic donor,

- Educate yourself about mobility policy and how it relates to your mission and goals.
- Provide financial support for advocates working for equitable review of mobility policies.
- Fund public capacity building and pilot projects for equitable mobility planning and projects.

Appendix A: Methodology

We began by identifying tools used in the field to evaluate whether or the extent to which proposed mobility policies will result in equitable outcomes. We focused, deliberately, on tools with qualitative methods because (1) the state of practice for evaluating equity with quantitative tools (while imperfect) is better understood, (2) quantitative tools alone are unsuitable for measuring many types of policy changes, and (3) qualitative analysis provides an opportunity to directly incorporate diverse perspectives in ways that are impossible with pure quantitative analysis. Our expectation is that, in implementation, these qualitative tools will be used in conjunction with quantitative analysis and also with attention paid to ensuring decisionmakers are representative of impacted communities.

To identify the tools for our initial scan, we consulted with key stakeholders in the field (see Appendix B), staff at the Barr Foundation, and our own research and experience. We identified 17 tools in use for policy analysis, mostly in the mobility sector, though a few were from other fields (see Appendix C for the list of tools in our initial scan).

We then reviewed each tool using the criteria listed in Exhibit A.1 (two team members reviewed each one). Our reviewers rated each tool on each criterion and then assigned an overall rating based on a three-point scale: recommend for in-depth review, let's discuss, do not recommend for in-depth review. After these scans were complete, we met as a team and compared our individual ratings and discussed places of disagreement or tools that were collectively categorized as "let's discuss." The team reached a clear consensus, and we moved six tools to the in-depth review stage of the process.

Exhibit A.1: Criteria to Scan Tools and Prioritize for In-Depth Review

Scan Criteria	Preference
Topical focus (e.g., mobility policy, racial equity only)	Tools designed for mobility space
Use in multiple contexts (e.g., across sectors, governments, nonprofits, communities)	Applicability to different contexts
Intended audience (e.g., policymakers, researchers, advocates, grantmakers)	Prioritizes policymakers or researchers and community members
Accessibility of use/how time consuming to complete tool	Simple tool that can be completed relatively quickly
Type of data/How hard to get the data	Able to get needed data without considerable expense
Whether tool embodies a balance between theory and practicality	Balances both
Availability	Publicly available
Whether tool can be used to evaluate disparate impacts of a policy by race, gender, disability status, and intersectionality of these	Can uncover and dig into disparities of several types
Whether tool can evaluate systems change, governance change, power-shifting, capacity building, improved community engagement, or other actions that indirectly improve equity	Can evaluate these types of changes

We conducted the in-depth review by analyzing each tool using the factors and questions presented in Exhibit A.2 (two team members reviewed each one). To deepen our review, we also interviewed someone closely connected with each tool — either the designer or someone who had applied it to policies — and asked them about the factors below. Once our reviews were complete, we met as a team to discuss any differences or gaps in insights between reviewers and result in consensus.

Exhibit A.2: Criteria to Scan Tools and Prioritize for In-Depth Review

Factor	Detailed Analysis
Source	Who developed the tool? What stakeholders or voices were engaged in this?
Intended Context/ Application/ Audience	What is the intended use? Is it meant to apply to transit projects only or transportation and mobility broadly?) What type of place is it intended for (e.g., rural, small city, or large city? What phase in policy development is it intended for (e.g., deciding to fund, implementation, desired impact)?
Equity Lens	Does the tool assess racial equity impacts only, or does it look at other aspects of equity and justice? To what extent does it address past, present, and future inequities?
Availability	Is the tool freely available in print or online? Does it have any licensing or consulting fees required for its use?
Current Use	Who has adopted this rubric or tool? How is it being used?
Gaps	What is not included in the tool that could or should be? What is missing?
Complexity	How difficult is the tool to use or apply? Is consultant support required? Are detailed instructions or examples available? How much time is required to use it to analyze a project?
Data Availability	Is the data needed to complete the tool or scan easily accessed?
Results	What does this tool typically produce (quantitative score(s), narrative or qualitative evaluation only)? Does it provide interpretable, reliable, and actionable insights?
Community Engagement	How does this tool assess/prompt incorporation of community feedback and solutions in shaping the policy and its intended outcomes?
Systems Lens	How does the tool identify levers of change? How does it identify potential unintended impacts on other systems (e.g., education, healthcare)? To what extent does it help consider the "minimal" impact of an equitable mobility policy decision on other systems?
Overall	For whom would this tool be recommended? What are its greatest strengths? What are its potential gaps or weaknesses?

After the review was complete, we invited the same stakeholders we engaged early in the process for tool recommendations to join us in a focus group and comment on our plan for the guide and dissemination activities. We adjusted our plans based on their feedback.

Appendix B:

Key Stakeholders who Contributed to this Research

To identify the tools for our initial scan, we consulted with key stakeholders in the field. The individuals we consulted are listed below.

Name	Organization
Alex Karner	University of Texas
Anson Stewart	MIT
Axel Santana	PolicyLink
Azhar Chougle	Transit Alliance Miami
Carrie Cihak	King County
Darlene Flynn	City of Oakland
Elizabeth Scott	Chicago Metropolitan Agency for Planning
Grace Perdomo	Transit Alliance Miami
Hana Creger	Greenlining
Kate Lowe	University of Illinois Chicago
KeAndra Cylear Dodds	LA Metro
Laurel Paget-Seekins	MBTA (former)
Mary Buchanan	TransitCenter
Ryan Russo	City of Oakland
Tania Noguera	Energy Foundation
Tiffany McDowell	YWCA Evanston - Northshore
Vig Krishnamurthy	City of Chicago

Appendix C:

Complete List of Tools Reviewed for This Research

This exhibit below lists the 17 policy analysis tools that were reviewed in our initial scan. Most are relevant to the mobility sector, though a few were from other fields.

Reviewed Tools
An Equity Toolkit for the Transportation and Climate Initiative, Green for All, CA
An Intersectionality-Based Policy Analysis Framework, Institute for Intersectional Research and Policy, Vancouver, BC Canada
CalEnviroScreen, OEHHA, CA
Clean Mobility Equity Playbook, Greenlining Institute, CA
Climate Justice Working Group Global Warming Solutions Act Memo, Climate Justice Working Group, MA
Developing Policy with an Equity Lens, Green Justice Coalition, MA
Equitable Development Principles & Scorecard, The Alliance, Twin Cities, MN
Equity Impact Review Process, King County, WA
Getting Equity Advocacy Results Toolkit, PolicyLink, CA
Government Alliance for Racial Equity Toolkit, RaceForward and the Othering and Belonging Institute
Health Equity Policy Framework, Massachusetts Public Health Association, MA
Justice40 comments, Equitable & Just National Climate Platform
LA Metro Rapid Equity Assessment, City of Los Angeles, CA
Mobility Equity Framework, Greenlining Institute, CA
Race Matters: Organizational Self-Assessment, Annie E. Casey Foundation, MD
Racial Equity Impact Analysis, Office of Race and Equity, City of Oakland, CA
SPARCC Capital Screen, Strong, Prosperous, And Resilient Communities Challenge