

TRANSPORTATION RESEARCH BOARD

Addressing Justice in Transportation

June 28, 2021

@NASEMTRB
#TRBwebinar



APA Credits

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

Learning Objective

Discuss planning solutions to avoid future environmental injustices

#TRBwebinar





A vision to reconnect neighborhoods and connect cities

WELCOME TO OAKLAND!

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

-Mayor Libby Schaaf

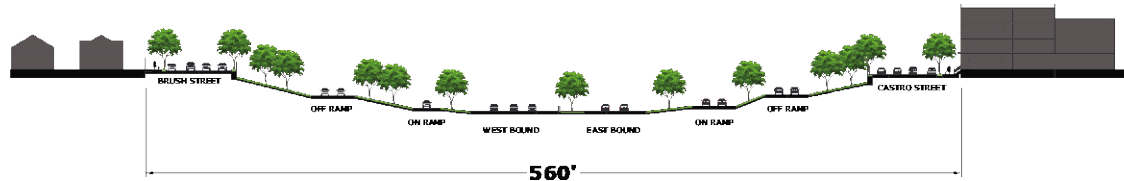
POSITION STATEMENT

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

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

VALUES

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



EXISTING 980 SECTION

THE BAY AREAS HISTORY OF FREEWAY ACTIVISM

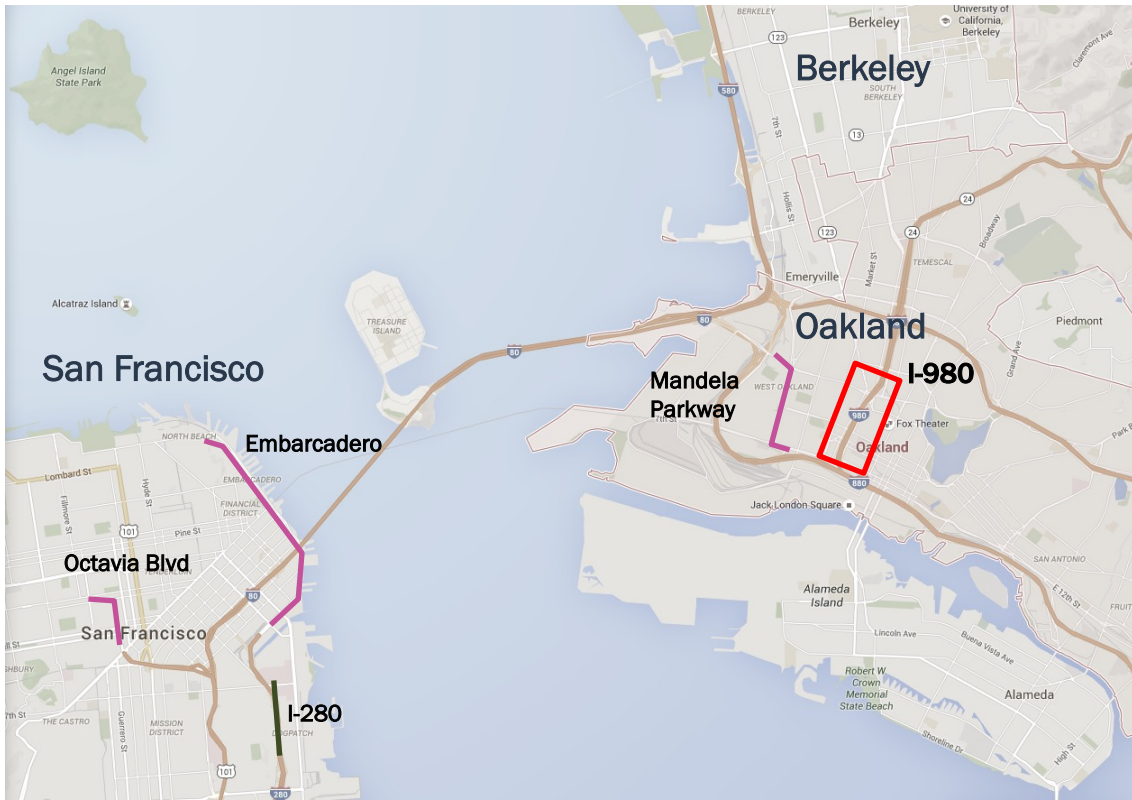
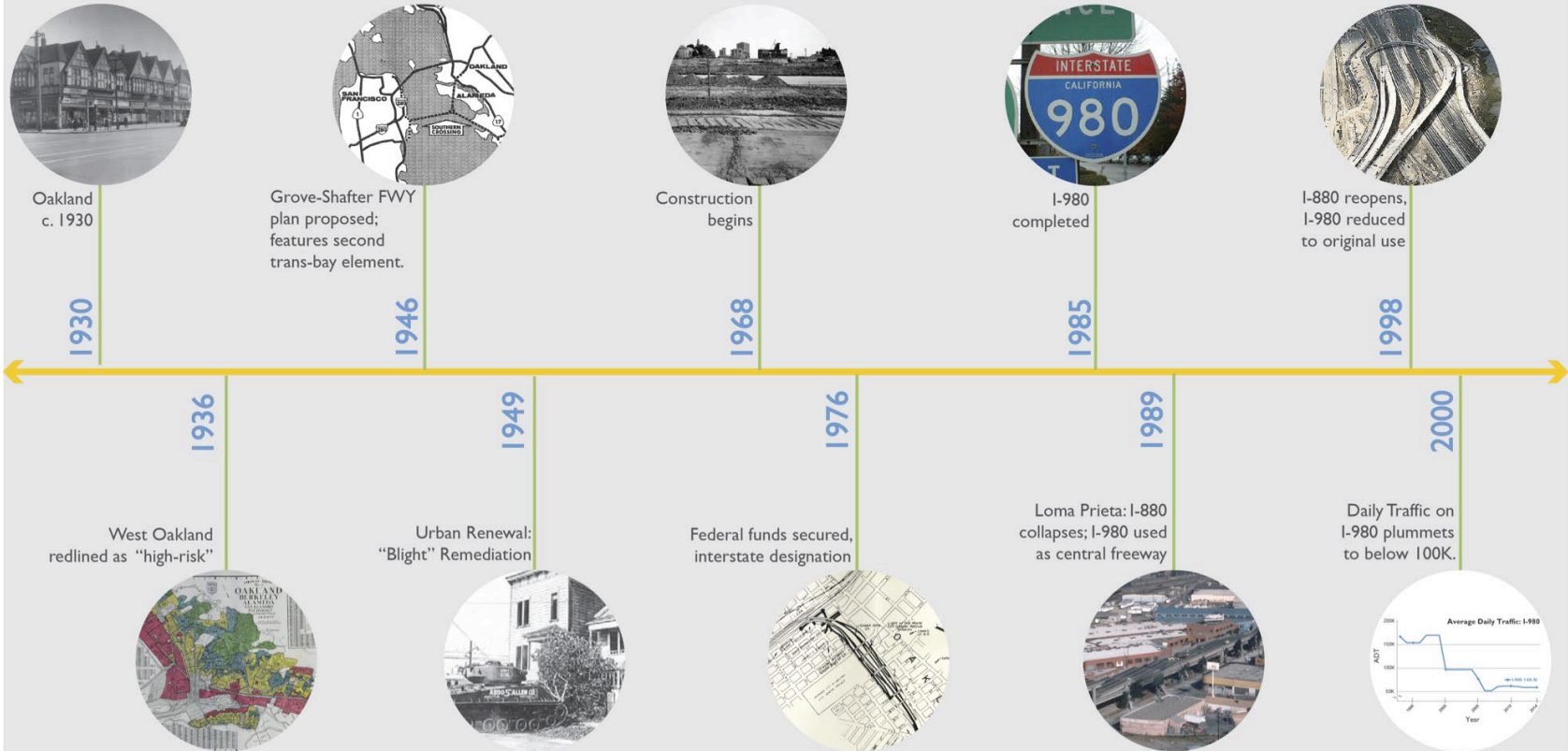


Photo / Ken McLaughlin, 1960

I-980 Development Timeline

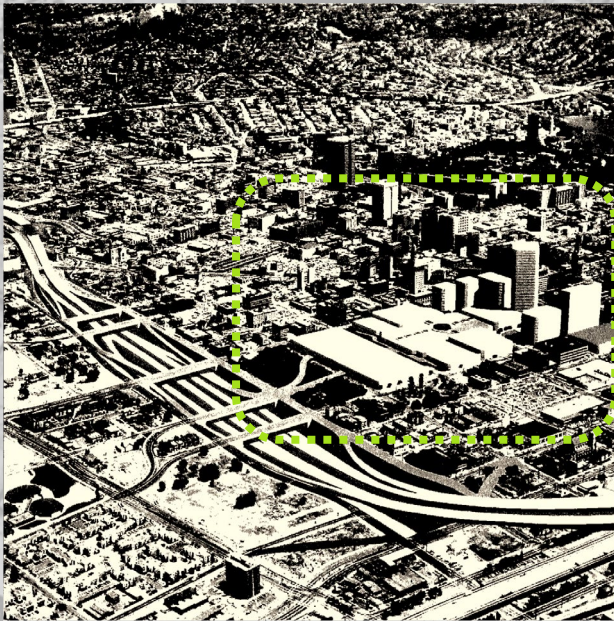


Aysegul Akturk | Alex Fox | Ivana Rosas | Carrie Sauer | Manali Sheth || Nicola Szibbo | Sonia-Lynn Abenojar | Justin Kearnan | Eric Anderson

[IN]CITY 2015



1968



1980



The Cost of Building I-980



42 acres



503 houses



155 trees



4 churches



22 businesses



142 jobs

Aysem Akturk | Alex Fox | Konstantinos | Carrie Bauer | Mantli Sheh | Nicolas Szibbo | Rene Lynn Abajoja | Justin Kearney | Eric Anderson

GIS | 2015

1980

Removing I-980 Overpass will open up view of Oakland Skyline



View from I-980 South

View from Castro and 6th Streets



TODAY



TOMORROW?

CONTEXT

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



50,000 new jobs
25,000 new residents



Oakland's Next Mayor, Libby Schaaf

Fri, Nov 7, 2014 – 9:30 AM

Tweet Share Email

Download audio MP3



Oakland City Councilwoman Libby Schaaf won a decisive victory in Oakland's mayoral race Tuesday, defeating 14 other candidates. Schaaf is an Oakland native, currently serving her first term on the City Council. She was an aide to former mayor Jerry Brown, who gave her campaign a considerable bump when he endorsed her for the office. We'll talk with Libby Schaaf about the opportunities and challenges in Oakland, and her priorities as mayor.

Host: Scott Shafer

Dec 2014



Christopher Sensing · 8 months ago

Oakland has a great opportunity to become the center of the Bay Area.

Would Libby Schaaf be open to working toward transforming 980 into a multi-way boulevard and opening up 17 acres of development, reconnecting Downtown to West Oakland, and providing a path for a new BART line?

<http://vibrantbayarea.org/2013...>

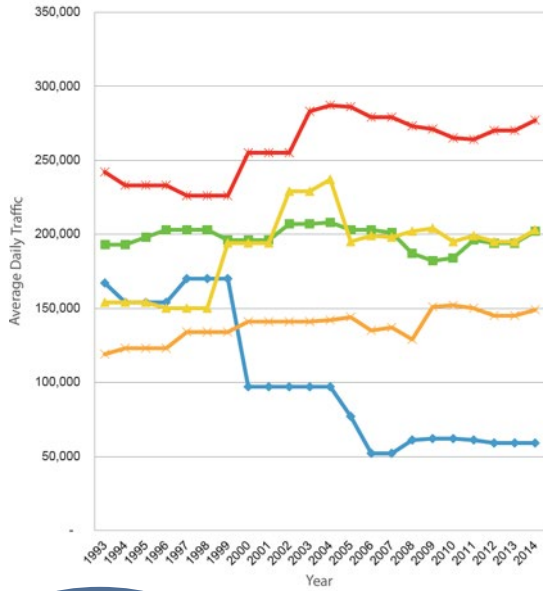
Share



November 2015

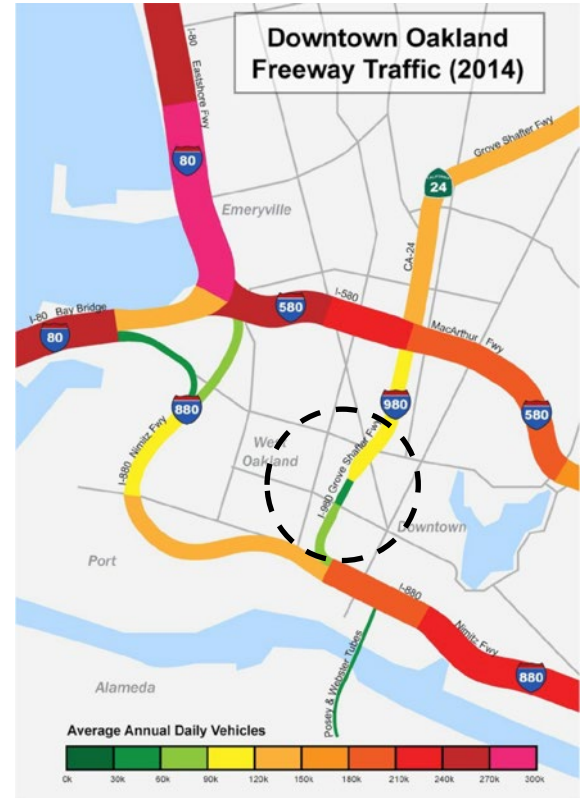
OAKLAND – WHY NOW?

Traffic Volume Over Time



→ I-980: 14th St

- MacArthur Fwy I-580: Oakland Ave
- CA-24 JCT
- Nimitz Fwy I-880: Jackson/Broadway
- I-80 Eastshore Powell St



TRANSIT CRISIS WITH NO EASY FIXES

Transbay Corridor

Existing Conditions

Westbound to SF Core
AM Peak Hour

10,000 ^{PM} People in Cars

29,000 ^{PM} Transit Trips

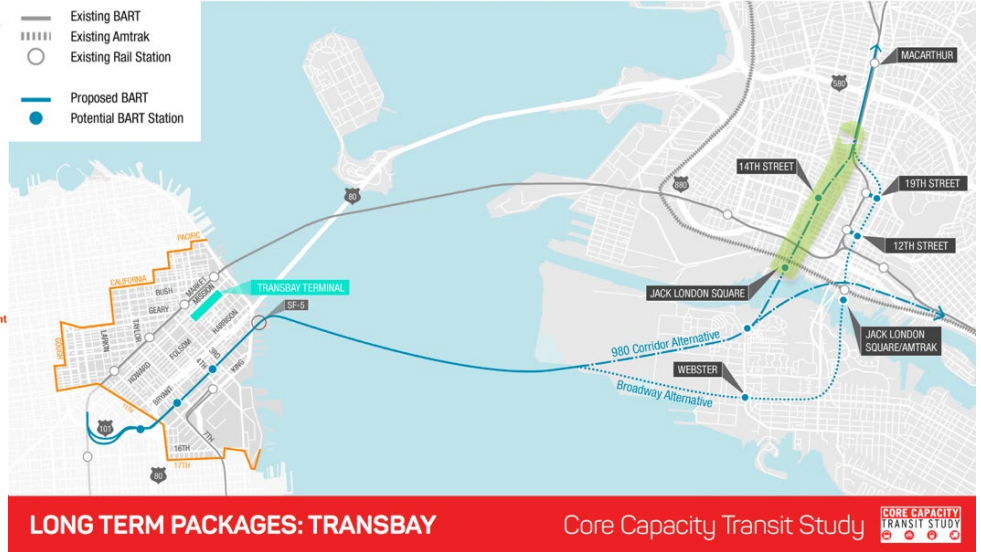
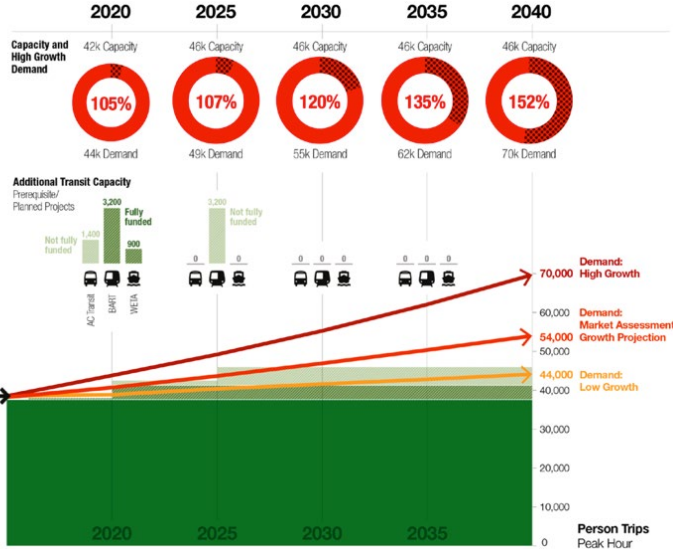
2,700 AC Transit & WestCAT bus
25,300 BART
1,300 WETA ferry

2015

37k Capacity

105%

39k Demand



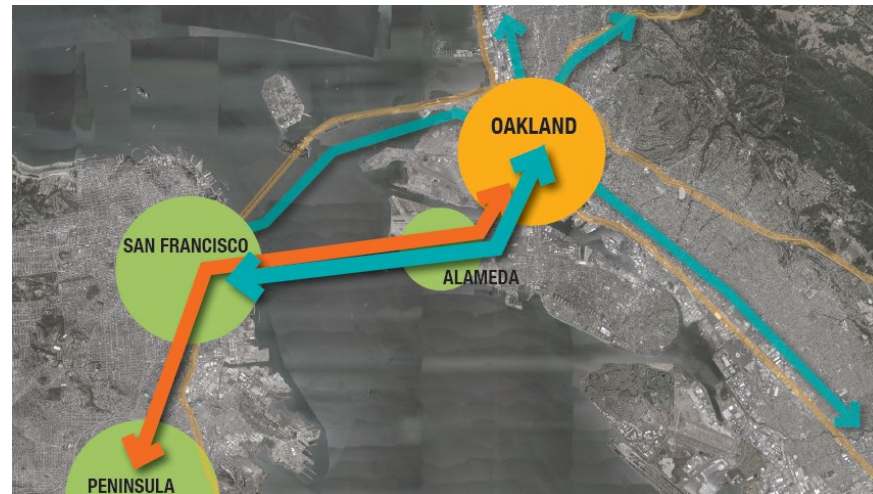
SOLVING MULTIPLE PROBLEMS

RECONNECTING NEIGHBORHOODS



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

CONNECTING THE REGION



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

RECONNECT WEST OAKLAND TO DOWNTOWN: REESTABLISH 12 CITY STREETS

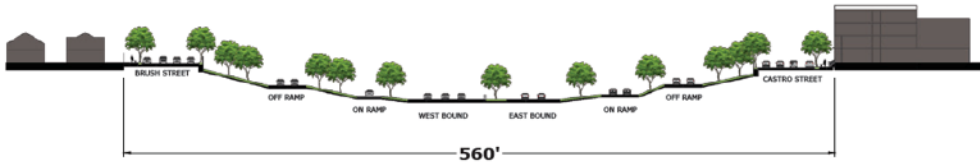


CREATE APPROXIMATELY 17 NET NEW ACRES OF NEW PUBLICLY-CONTROLLED LAND

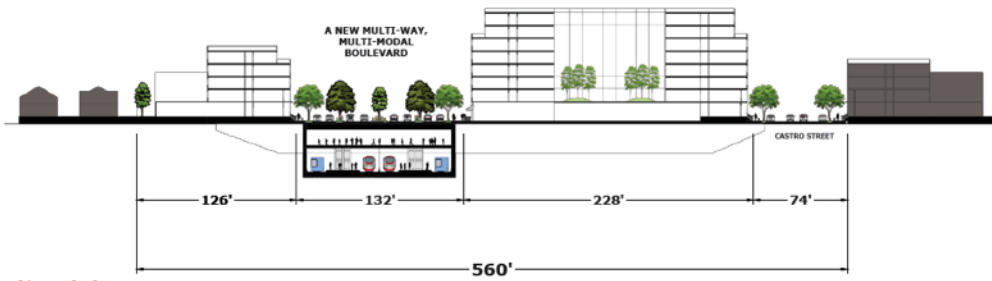


I-980's 18 LANES:

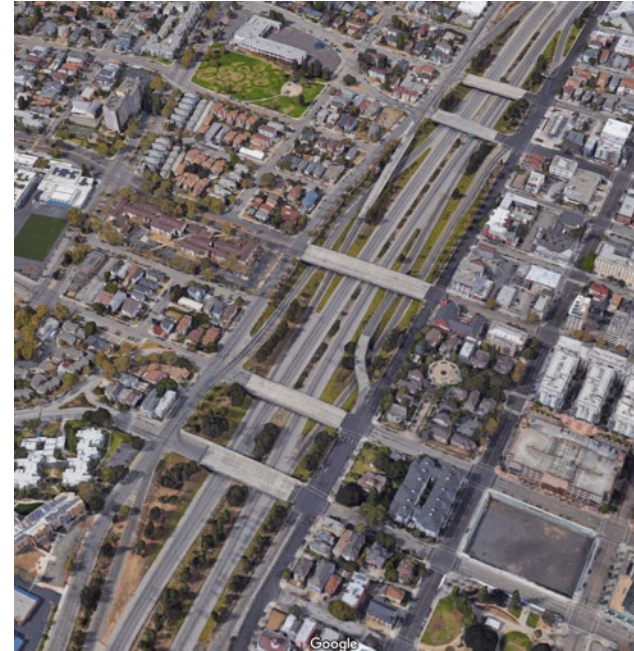
2 CITY STREETS THAT ACT AS ONRAMPS AND OFF RAMPS THAT LEAD TO MORE ON RAMPS AND OFF RAMPS THAT LEAD TO A 5 LANE HIGHWAY



destructive



livable



I-980 Corridor

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

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

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

I-980 Conversion to a Multi-Way Boulevard

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

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



Figure VG-8: Potential Multi-Way Boulevard

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

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



Figure VG-9: Existing I-980 Boulevard



OAKLAND TODAY

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



BEFORE YOU PRESS THE DETONATE BUTTON...

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



Demolition of West Oakland for Bay Area Rapid Transit

GETTING TO LIVABLE INFRASTRUCTURE

DESTRUCTIVE INFRASTRUCTURE >>>>



Single Use

Focused on Throughput/Infrastructure

Supports only regional economic needs

Does not benefit the local...

economy, health & wellness

LIVABLE INFRASTRUCTURE



Human Health



Health of
Community



Health of
Natural World



Multi-Purpose

Creates local and regional resiliency

Tangible benefits for the local...

economy, health & wellness

CREATES PLACES FOR PEOPLE!

SOCIAL EQUITY IN REGIONAL PLANNING

Regional infrastructure

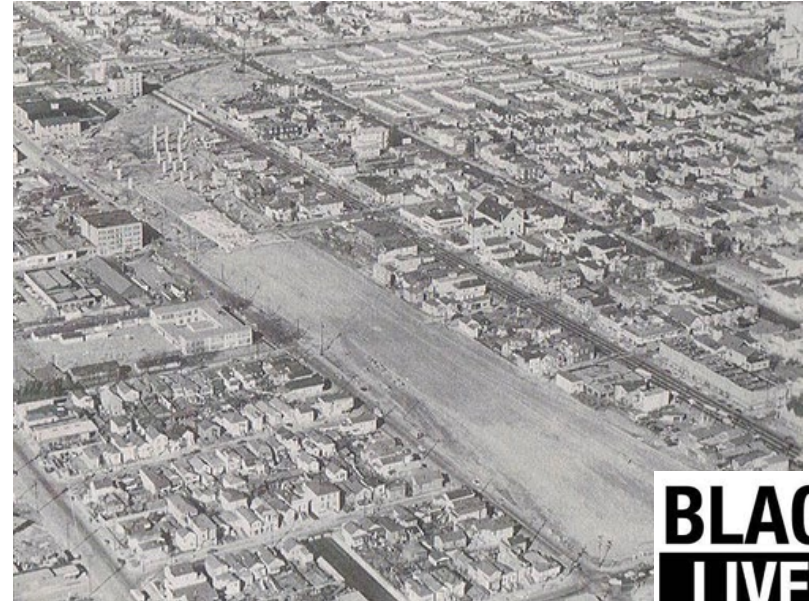
**DISPROPORTIONATELY AFFECTS
LOW-INCOME COMMUNITIES AND
COMMUNITIES OF COLOR**

Regional infrastructure should be balanced with local needs.

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

Social equity policy needs to come before change.

No one single project can solve for previous trauma/damages



Construction of Cypress Freeway, Oakland, CA

**BLACK
LIVES
MATTER**

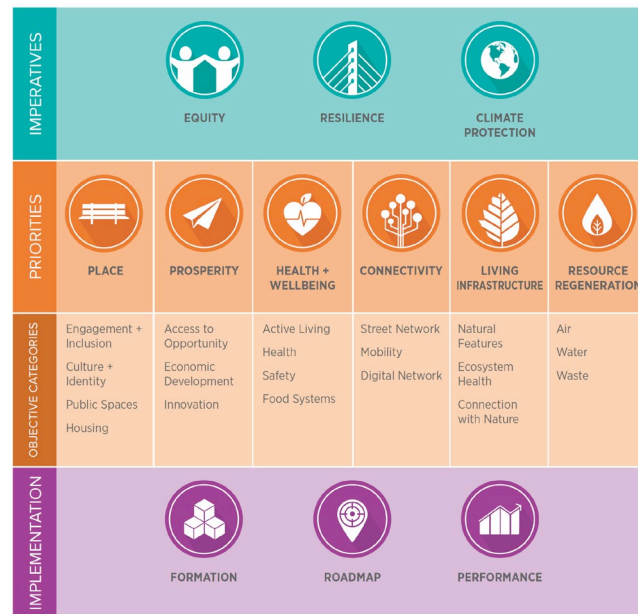
A FRAMEWORK FOR SOCIAL EQUITY AND ENVIRONMENTAL JUSTICE

Develop a Collaborative Stakeholder Structure

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

Smart Growth America's Equity Framework

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



NEXT STEPS – GETTING BEYOND “ACTS OF GOD”

FLIPPING THE NARRATIVE ON URBAN HIGHWAYS

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

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

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

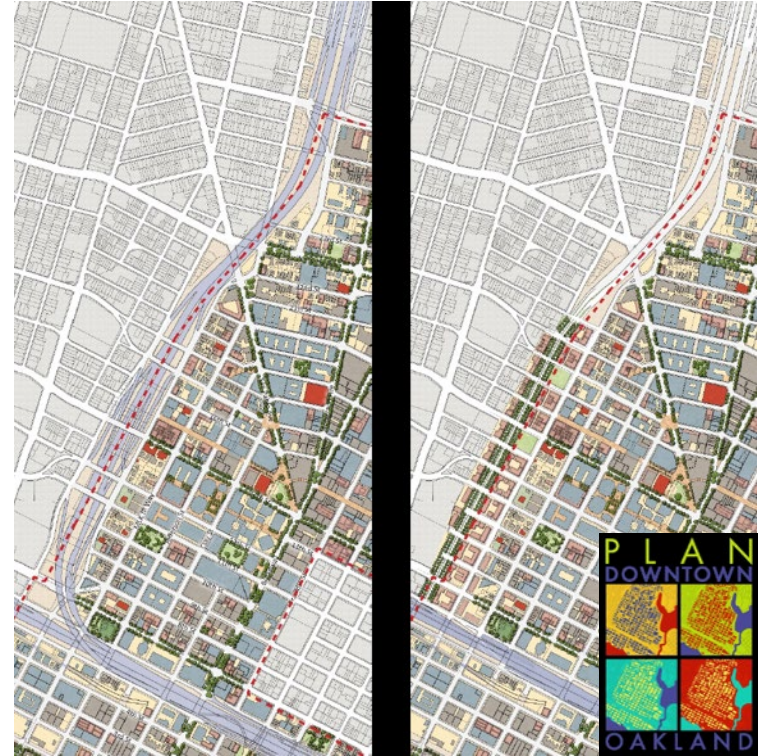
LEVERAGING THE PLANNING PROCESS

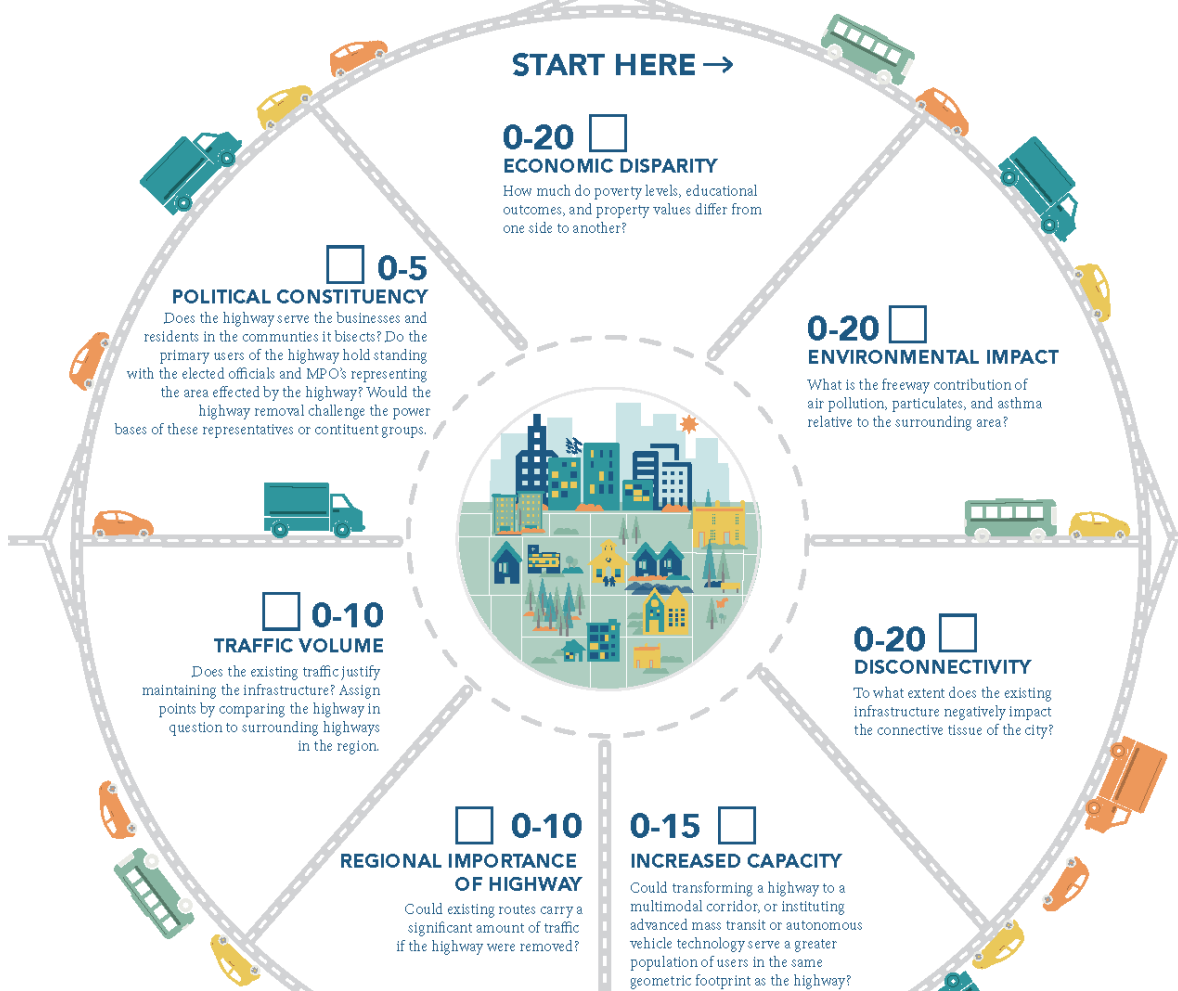
The **General Plan and Specific Plan** process should be used to evaluate the effect of highways in urban areas.

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

Summary of Facts:

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





CREATING THE FRAMEWORK AND METRICS FOR EVALUTATION

Objective Analysis

Measurable Effects and Benefits

Environmental Impact of Status Quo

SUSTAINABLE NATION

URBAN DESIGN PATTERNS FOR THE FUTURE



DOUGLAS FARR

FOREWORD BY JANETTE SADIK-KHAN

SUNSTAINABLE NATION

Graphic by Farr Associates & ConnectOakland

STATUS QUO IS NOT ACCEPTABLE



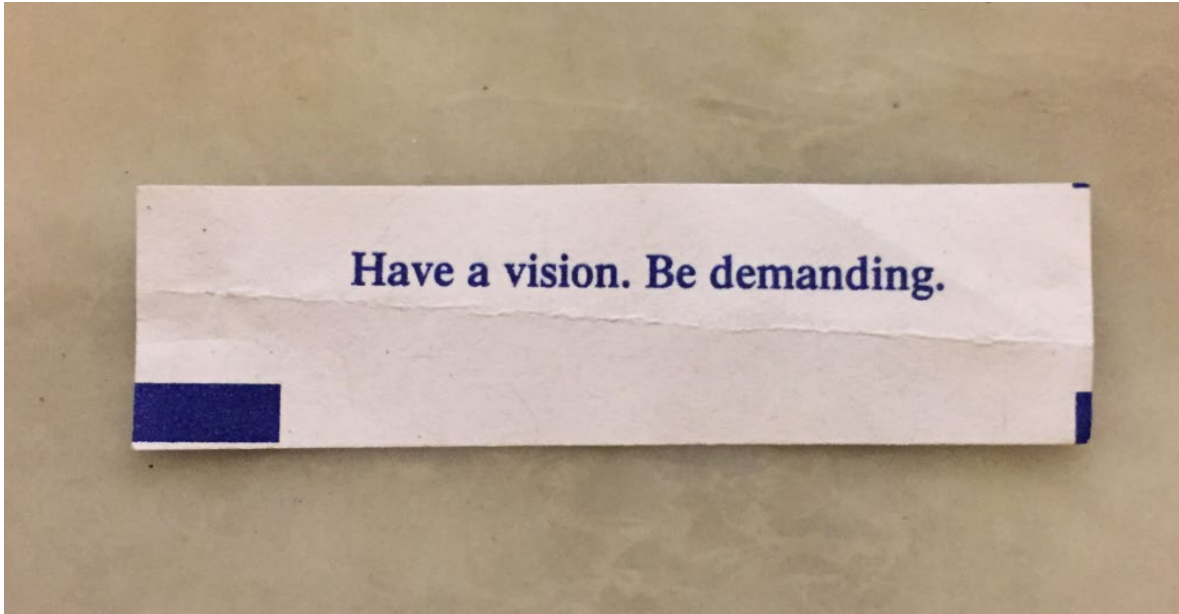
YOUR TAX DOLLARS (NOT) AT WORK

SO PLEASE JUSTIFY YOUR EXISTANCE... OR ELSE



Chronicle / Michael Macor





China Village,
Albany, CA



BUILD A BRIDGE TO BETTER



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

Justice In Transportation Webinar
June 28, 2021

Minnesota is the best and worse



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

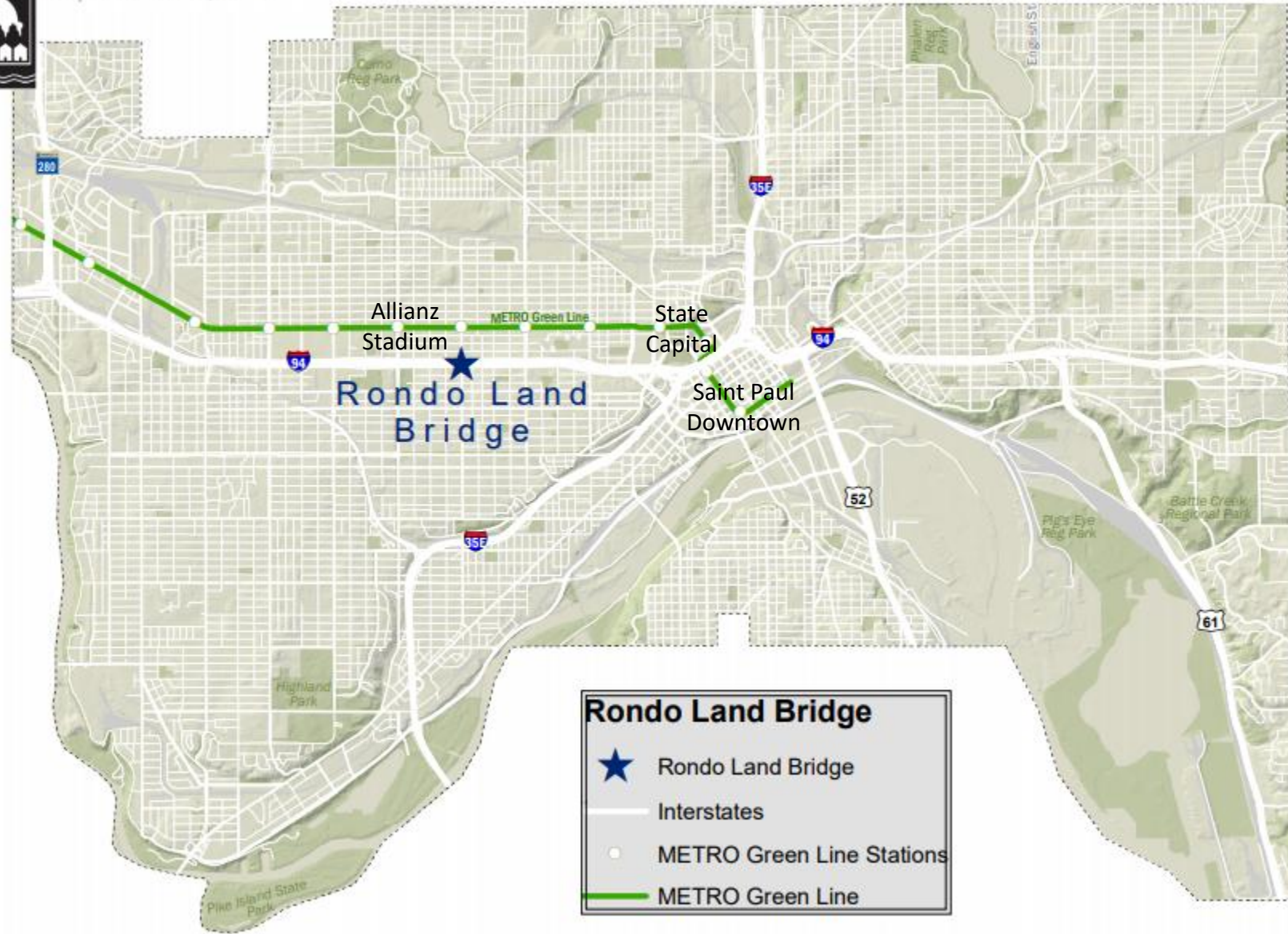


- 50th for racial disparities
- 4th worst place for African Americans
- Home ownership—25% of black vs 76% of white
- Epicenter of racial injustice
 - Ongoing racial tensions—killing of:
 - Jamar Clark (2015)
 - Philando Castile (2016)
 - George Floyd (2020)
 - Daunte Wright (2021)

Saint Paul



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

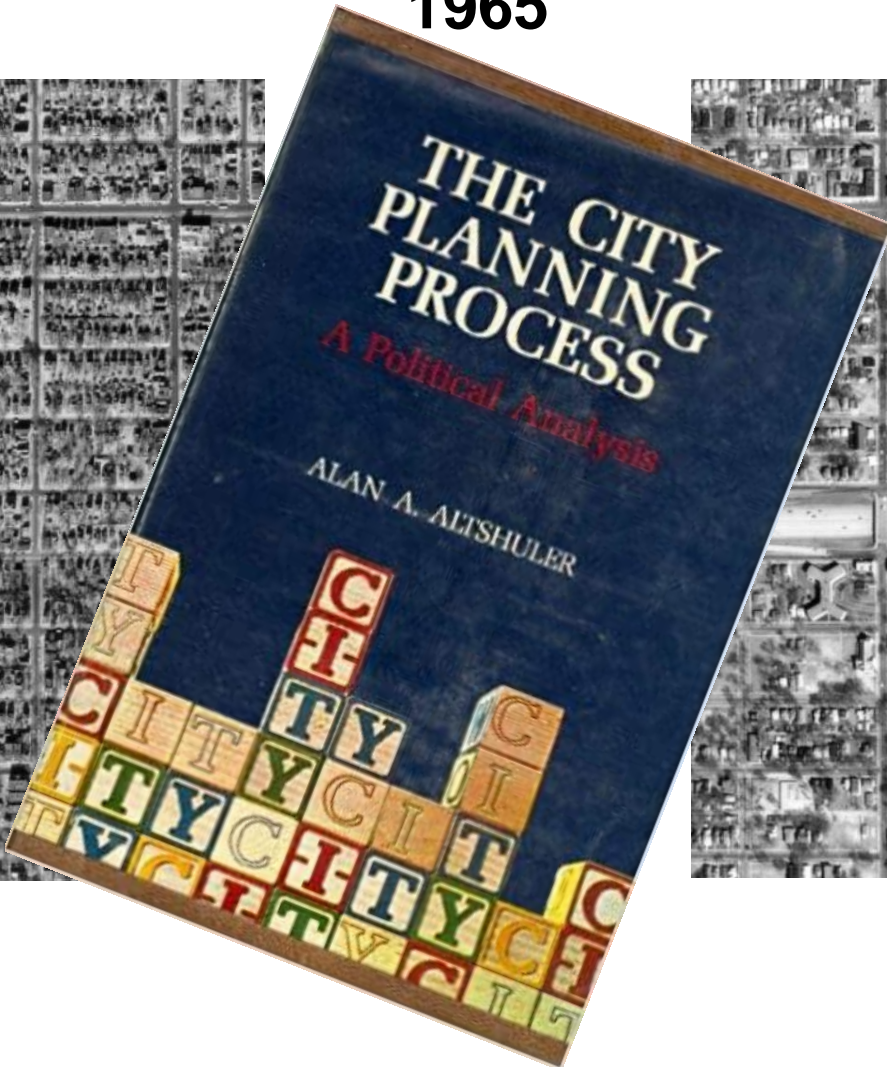


It was a political decision

1953



1965

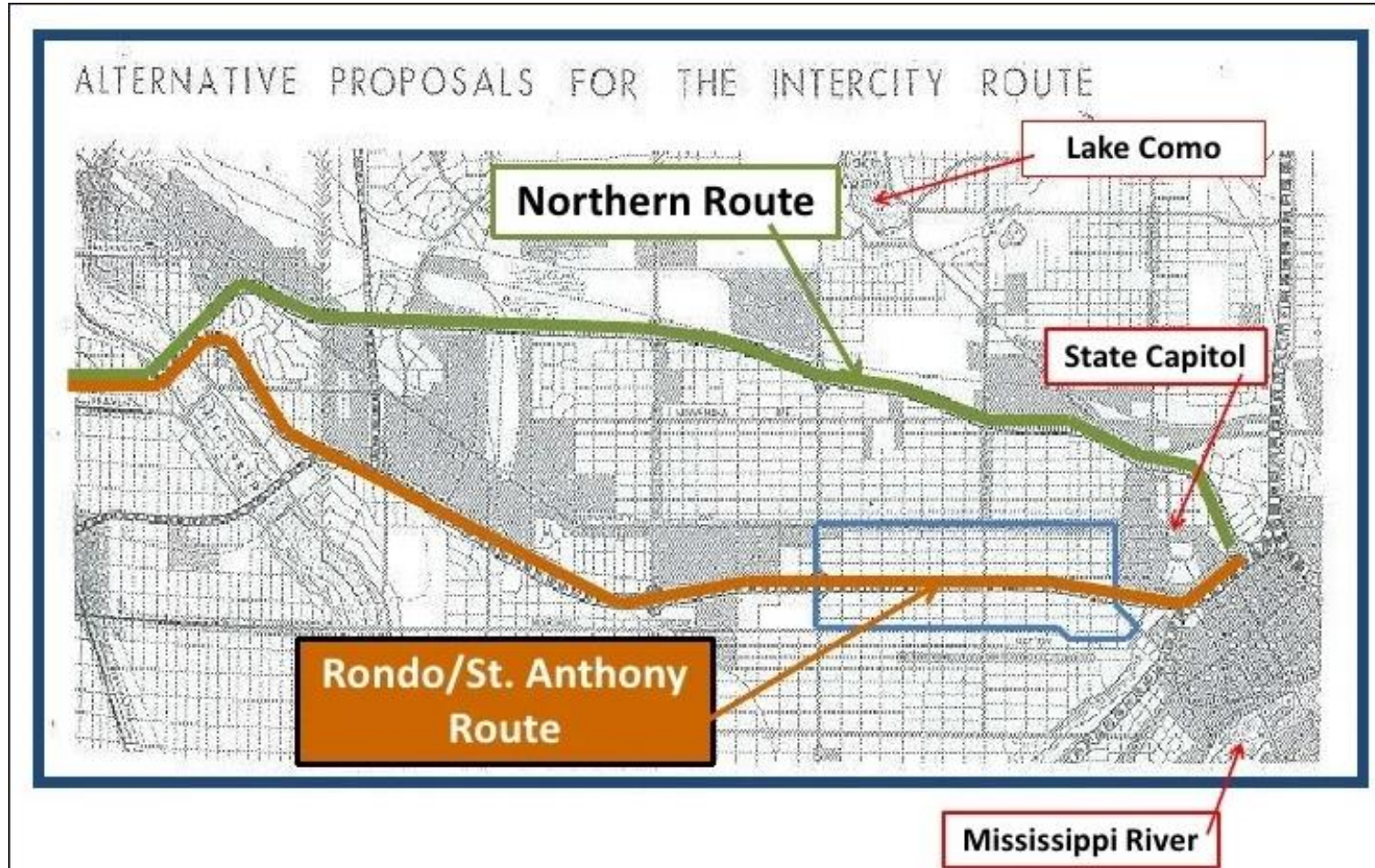


1974



It was an intentional decision

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





BUILD A BRIDGE
BETWEEN YESTERDAY,
TODAY AND TOMORROW



BUILD A BRIDGE TO BETTER

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



Loss - 700 homes 300 Business

- Homeownership Loss 48%
- Population loss 61%
- Intergenerational wealth - \$35m (1980)
- \$35m = 4800 4 year college degrees (1980)
- A wealth gap - \$157m unrealized equity value

Path to healing

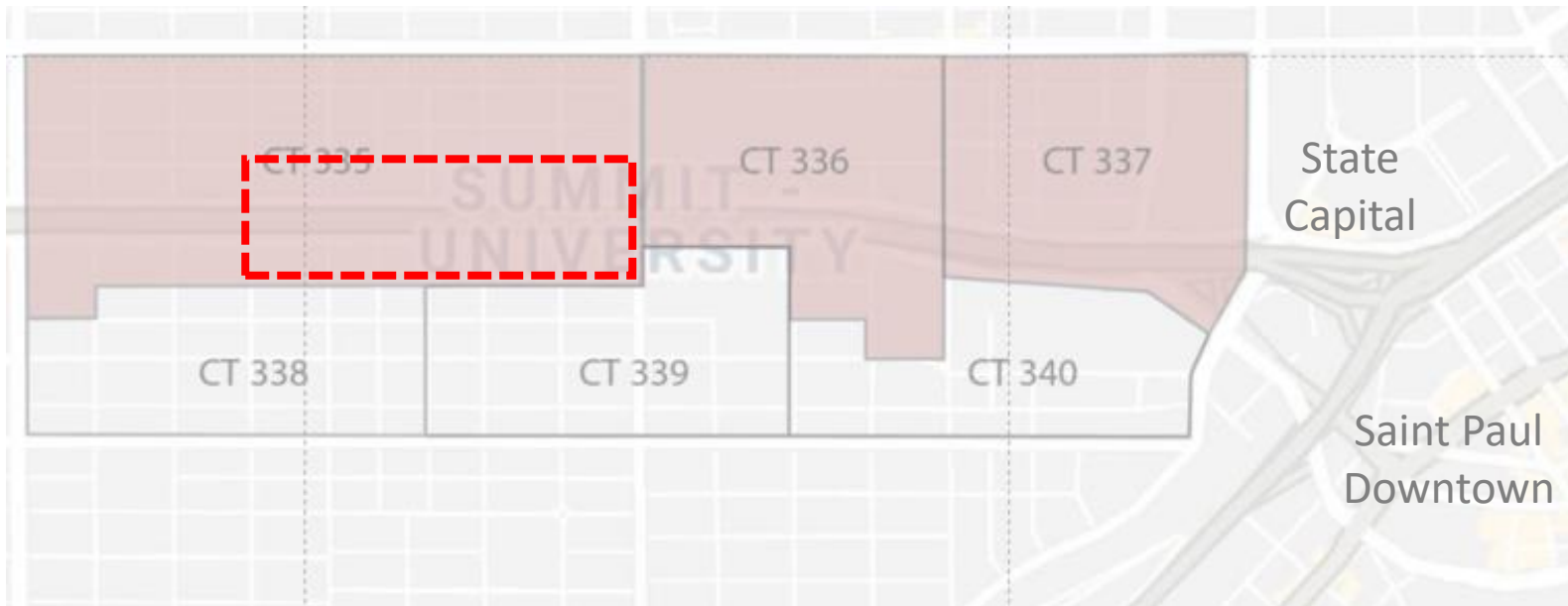
- Rondo Days 1983 – present
- Idea for a “cap” emerges – 2009
- Apologies - 2015
- Rondo Commemorative Plaza - 2016
- ReConnect Rondo formal launched - 2017



Rondo Today

- Rondo north, the combined gap between annual incomes of 8700 residents and standard cost of living is \$270 million.
- North and South Rondo census tracts, the gap increases to \$370 million annually for 12,300 residents.

- Area of concentrated poverty 34% low income compared to 22% for the city
- 60% minority (BIPOC) population compared to 47% for the city.



Rondo's scorecard Past Prosperity Study/Restorative Rondo (2020)

- SELF-ACUALIZATION
- ESTEEM
- LOVE AND BELONGING
- SAFETY NEEDS
- PHYSIOLOGICAL NEEDS

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



RONDO AVE
1865 TO 1966

ST

BUILD A BRIDGE
THAT SHOWS US
A BETTER WAY



BUILD A BRIDGE TO BETTER

ReConnect Rondo is leading a restorative movement

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



The idea is big

AFRICAN AMERICAN CULTURAL ENTERPRISE DISTRICT



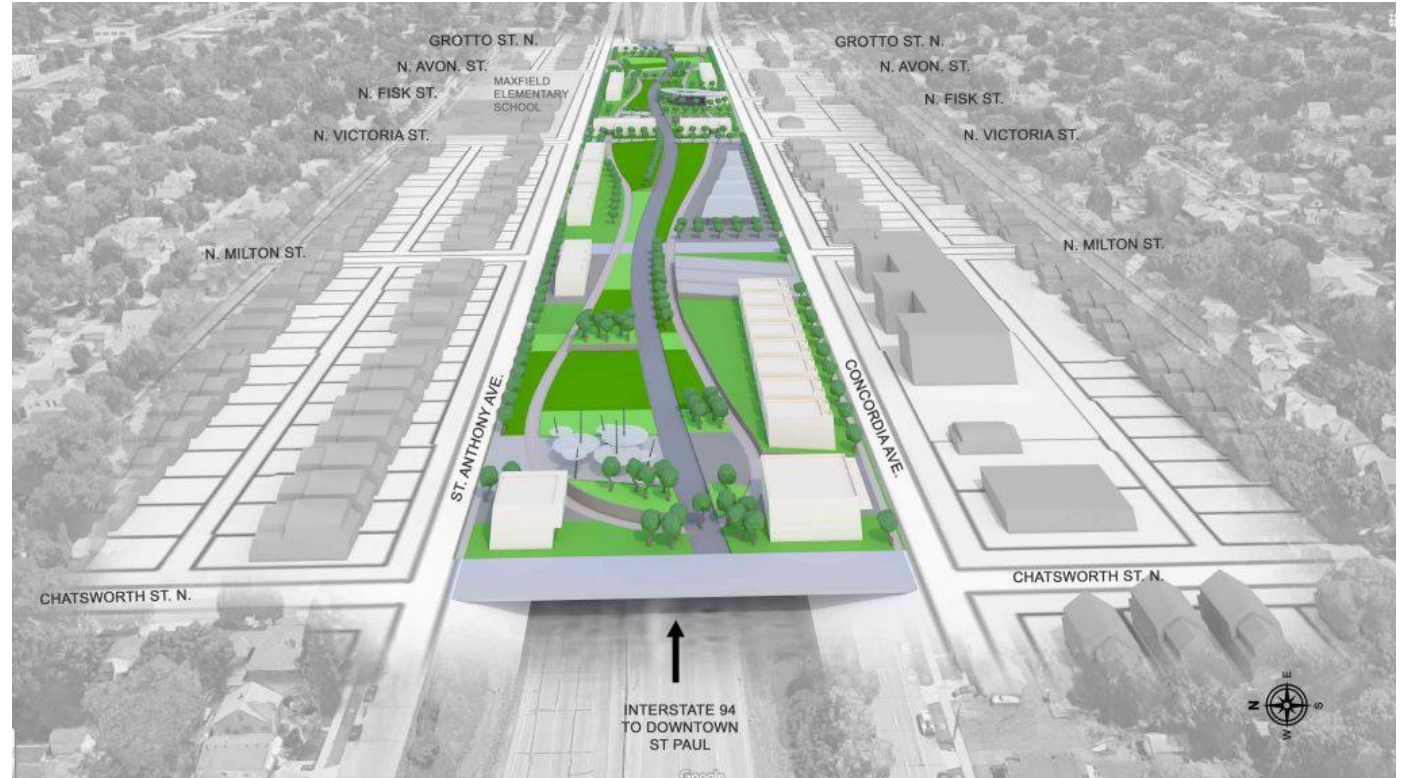
Rondo Land Bridge Feasibility Study

Goals

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

Concept Screening

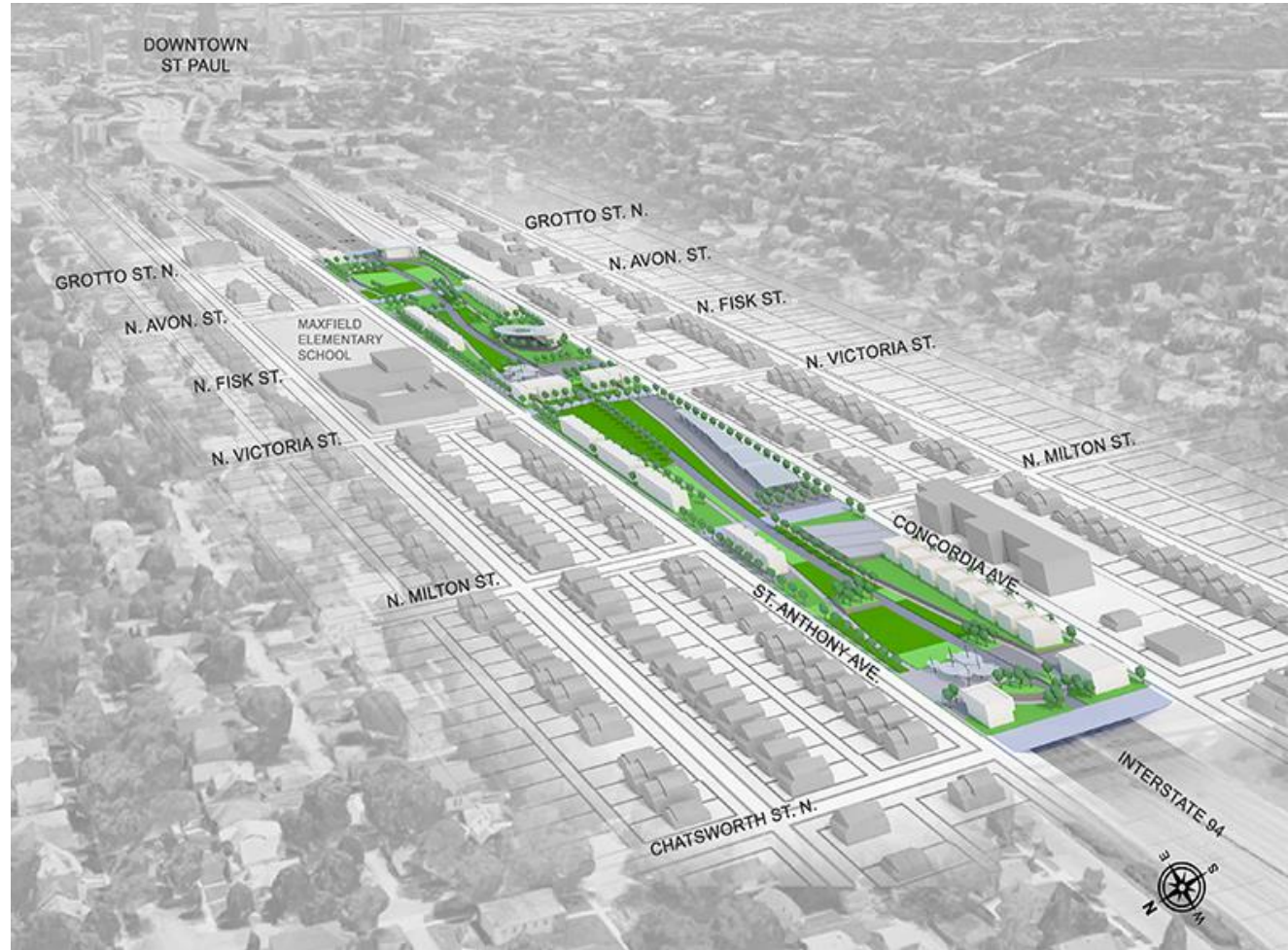
- 7 Ideas & Concepts
- 5 of 5 study goals
- 3200 lin. Ft. (up to 21 acres)
- 13.8 acres green space



Yes, the land bridge is a big undertaking

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

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



Economic opportunities are considerable



New housing

468 - 576 housing units in Rondo



Growing community

1000+ new residents



New jobs

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



Retail & Office

87,750 - 108,000 square feet



Nonprofit & Institutional

29,250 - 36,000 square feet



Increased city revenue

approximately \$3.8 million - \$4.2 million annually



BUILD A BRIDGE
FOR OUR
BUDDING YOUTH



BUILD A BRIDGE TO BETTER

A purposeful path to equity



Support is needed – ULI Report Recommendations



Aggregation of community voice in design



A progress plan is in place

01

ESTABLISH TEAM

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

02

ACTIVATE MASTER PLANNING PROCESS & FINANCE VEHICLE

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

03

INCREASE NEIGHBORHOOD AWARENESS

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

04

CONFIRM PARTNERSHIPS

Increase and formalize strategic partnerships and alliances in 12-months

05

COMMUNITY IMPACT

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

What we know

Land bridges



Freeway Cap, Duluth, MN

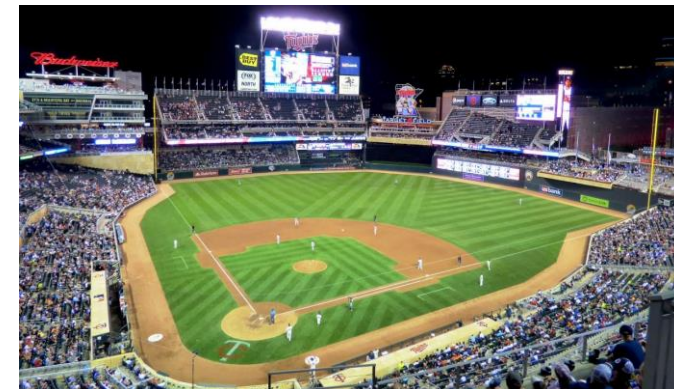


Klyde Warren Park Land Bridge (Dallas, Texas)

Publicly funded projects



US Bank Stadium



Target Field

A multifaceted funding approach

ULI Curtis Infrastructure Grant

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

That model should offers:

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



A young boy in a school uniform is smiling and looking towards the camera. In the background, a girl is also smiling. The scene is set in a school hallway with a striped carpet. The text "Who are our current stakeholders and partners?" is overlaid on the image in white, bold font.

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

Ecosystem expertise & resources





RECONNECT
RONDO

BUILD A BRIDGE TO BETTER

THANK YOU!

<http://reconnectrondo.com>

connect@reconnectrondo.com

Today's Panelists



Moderated by:
Tierra Bills,
*Wayne State
University*



Keith Baker,
Reconnect Rondo



Chris Sensenig,
Raimi & Associates

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- May provide a path to Standing Committee membership

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