



# **Equity in Complete Green Streets (CGS)**

## ***EQT By Design*** ***Engagement Final Summary and Report***

***December 2022***





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## COVID-19 Engagement Effect

COVID-19 shifted the community engagement landscape in a way we're still learning about. What was considered universal best practices pre-COVID are now more hit or miss. More specifically, community and neighborhood reach was curtailed, as the normal channels for outreach were no longer effective. Additionally, summer 2021 saw reduced willingness to engage in surveys and focus groups.

People voiced wanting to spend time where they feel their time is valued and their voice will have an impact; this was always true prior to COVID-19, but in the summer of 2021 it became a hard line to overcome with regard to engagement. In other terms, it is hard to overcome historic marginalization and feelings of being unheard in any climate, but COVID-19 created a rift and shift in engagement patterns of where people show up in groups and spaces; and in what they are interested in and care about. While vaccination and boosters increased accessibility, we all continue to determine what it means to “come back.”

This perspective is shared for the purpose of highlighting that EQT's approach towards engagement was with a “quality vs. quantity” approach. Specifically, our goals are to identify stakeholders who can offer the most informed insight rather than focusing on how many voices we can seek input and insight from. We want to take this time to acknowledge and thank the stakeholder voices who collaborated with us to share their insight!

### Acknowledgements:

- ★ Darbo-Worthington neighborhood
- ★ JustDane (formerly Madison Area Urban Ministry)
- ★ Latino Professional Association
- ★ Madison Network of Black Professionals
- ★ Urban League of Greater Madison

# Project Summary

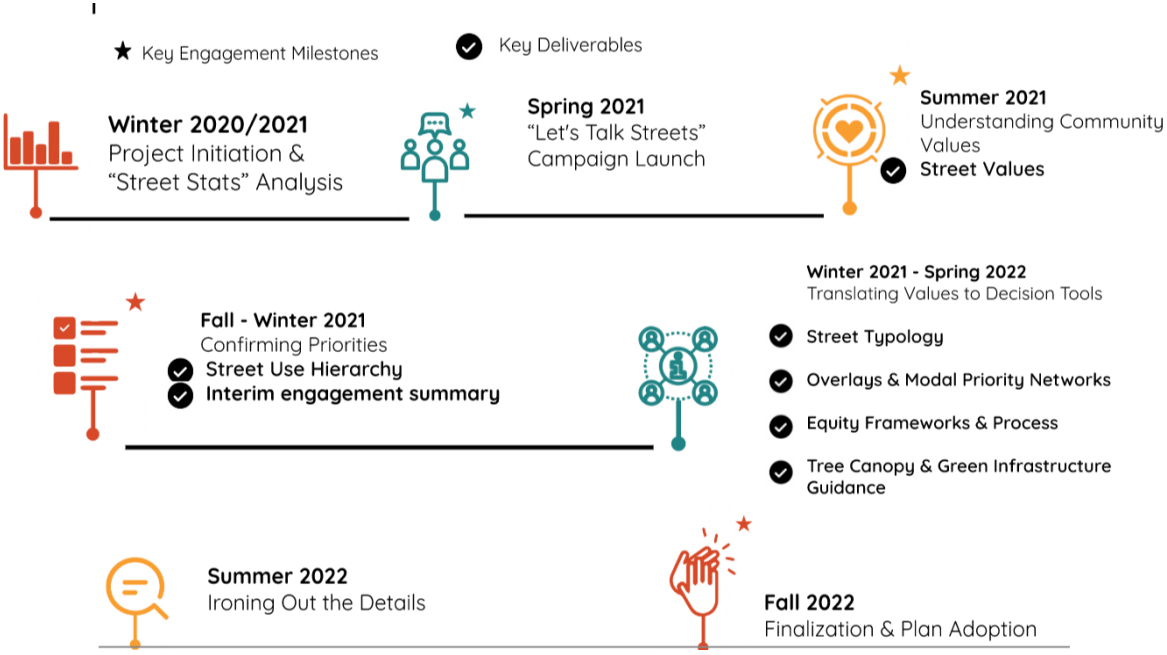
A more detailed approach to designing streets that reflects Madison community's values and priorities was desired by the City of Madison. A Complete Green Streets (CGS) approach offers a consistent process that plans, designs, and builds streets to better align community values for increased safety and equity.

In May 2021, EQT By Design, by invitation of Toole Design, provided community engagement centering Black, Indigenous, People of Color (BIPOC) communities and other marginalized populations, an equity lens for the framework and tool. It was important that in this process of engagement and equity we learn the values and priorities of residents as they are connected to street design.

The full consulting team for this project included:



The project was kicked off with a pre-design phase beginning in May 2021 with full community engagement launching in spring 2021 with final engagement concluding in fall 2022.





There were two rounds of community engagement: the listening phase and the reflecting phase. These phases were instrumental in injecting equity within Complete Green Streets.



### Listening:

This listening phase of the engagement is tailored to get the community’s input regarding their lived experience using Madison streets. What are their likes and dislikes and what would they change about the streets of Madison?

Our Listening phase included:

- Urban League of Greater Madison Unity Picnic where we networked and built relationships to help plan the focus groups.
- June 15 Online Public Meeting: 15 participants
- June 16 Online Public Meeting: 36 participants
- JustDane focus group: 15 participants from a wide range of backgrounds.
- Darbo neighborhood focus group: 3 people, including neighborhood resource team co-chairs, serving as representation for the team.
- November 30 Wright Middle school focus group participants.
- Three small-group focus groups of marginalized populations, one of which included middle school youth from Wright Middle School.
- A community survey targeting BIPOC community members.

### Reflecting:

Reviewing, clarifying, and refining the input received from Phase 1 was the key purpose of the Reflection phase. Now with deeper insight about the values and priorities developed for and about the streets of Madison, the question we sought to understand was “what are the trade-offs the community would consider” based on their lived experiences and expectations for green streets commuting?

The Reflection Phase Included:



- Sept 13, 2022 focused session with Madison Network of Black Professionals
- Sept 20, 2022 focused session with Latino Professional Association
- Sept 26, 2022 follow up focus group with Darbo: 7 participants
- Sept 22, 2022 Follow up focus group with JustDane: 7 participants

From these listening and reflecting session EQT identified and recommended the following equity impact protocols to support the build out of the CGS framework and tool:

- Equity lens questions called “**Equity Overlay**”
- Equity definition** as part of centering equity in street design
- Neighborhood map to identify **Equity Priority Areas** (EPA)
- Consultation using an equity lens for the proposed **Modal Hierarchy and Street Typology** developed for this framework
- A recommended **decision tree, checklist and process design** to guide staff and respective street projects to ensure an equity lens assessment is embedded in their overall process.

This report will focus on how engaging with community impacted, affected, and as a result helped develop protocols that refine the CGS framework and design.

# Building Equity in Complete Green Streets

## Equity Inclusion Summary:

Through the listening and reflection phases of engagement, we identified various ways equity can be incorporated within CGS, and beyond. In coordination with Toole, equity inclusion considerations are integrated into the CGS process, some built directly into the DNA of the CGS model, and others through intentional processes.

In discussions with the community it became clear that equity needed to be defined to create understanding and clarity for the community. Engagement insight pointed towards where and how inequity/equity impacts systems. It then led to understanding where the responsibility and accountability should reside within systems. Further, it was imperative that clarity and a shared understanding of equity was detailed and made transparent to all.

## Defining Equity

Through discussion with the city about what equity defining measures are already in place, EQT's goal was to ensure that a shared understanding and definition was agreed upon and in place for use and application by Transportation and City of Madison representatives.

The city, through there **RESJI Comprehensive Racial Equity Analysis**, had a definition of equity in place:

*“Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot.”*



**When applied to streets and transportation this means that the city will:**

- Design and operate street spaces so that people, including all racial and ethnic groups, **can enjoy them, access jobs and opportunities, and use them safely**
- Move toward justice, fairness, and resiliency in neighborhoods that have experienced racial and economic exclusion by **investing additional time, coordination, and resources in those neighborhoods**
- **Remove barriers that have isolated** neighborhoods from the transportation network and decreased the safety of people living nearby
- **Repair and restore green infrastructure** in neighborhoods that have experienced historic neglect
- Ensure that tradeoffs and decisions on transportation projects **do not disproportionately burden low-income people and people of color.**

Equity Overlay

EQT also worked to help explain how we take a philosophical frame and build it into a decision-making process and design when identifying and working on projects. This intention helps inform where and what spheres of influences are being impacted, what or who may be best responsible for addressing inequities, and under what given sphere that impact operates like a nested egg.

It was through the listening and reflecting engagement process that we learned about the intersection of equity issues of city transportation planning and the piecemeal approach that has historically been taken to address them, if at all. What we heard and reflected back to our consulting partner and city staff was the experience of community, that **one city department would take care of an issue, while another issue persisted and was left unresolved; therein lies the inequity.**

The Equity Overlay informed by engagement proposes a way to think through and involve the city RESJI framework while also developing more evolved and integrated equity practices. The following EQT diagram shows how equity/inequity can be approached and addressed and by whom.

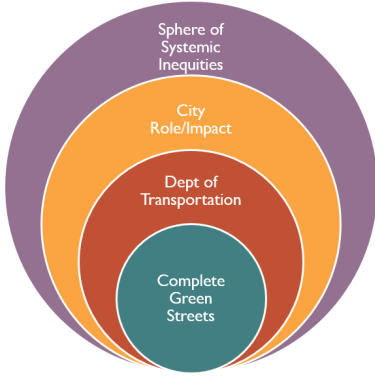


**SPHERES OF INFLUENCE FOR EACH OVERLAY**

**Complete Green Streets: (sphere 1)**

When working on a CGS project, the leading question should be what inequities in this neighborhood, street, etc. can be addressed through CGS, and which inequities fall outside? Once identified which inequities fall within and outside CGS, you move to the next sphere:

- Specific street redesign and typology
- Community typology



**Madison Transportation Department (sphere 2)**

The process repeats, where transportation staff would ask what inequities can be addressed within the department, and which ones fall-outside of it into other city departments, Mayor's office, or Common Council? Like the first step, staff identifies the appropriate wider city role.

**City Role/Impact+Inequality: (sphere 3)**

This sphere can intersect with RESJI, but the appropriate city entity will then take-up the project to address the inequity that fell outside the first two spheres.

**Sphere of System Inequities: (sphere 4)**

These are inequities that fall outside of the city's purview entirely, such as highway planning, issues preempted by state law, etc.

The first two spheres (1 + 2) should be thought of specifically in relation to transportation through (1) specific street redesign and typology, and (2) community typology. What follows are examples of inequities where decisions may be in the city purview to address and determine. These examples reflect the type of issues and concerns that the community brought up specifically for this project (**bolded**) and also in other projects in which EQT By Design has been involved:

- |  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>• Soil contamination (Planning/HHS)</li> <li>• Water contamination (Water Utility)</li> </ul> | <ul style="list-style-type: none"> <li>• <b>Licenses and Fees</b> (City)</li> </ul> | <ul style="list-style-type: none"> <li>• Community Economic Development (OBR/CDBG)</li> </ul> |
|--|---|---|



- **Public Safety** (tickets, over-policing)
- **Care of greenery, amenities in parks** - (Parks Dept/HHS)
- Building Conditions (Inspection/Fire)
- Low-income housing (CDA/Planning)

- Food accessibility through street/road networks
- **Average bus wait time** (Dept of Transportation)
- Race and ethnic identifiers overlay (RESJI)
- Historic redlining (Planning Dep't -Real Estate / Zoning)

- Senior or assisted living communities (Senior Center/CDBG)
- **Pedestrian safety risk areas** (transportation)
- Multi-lingual /Physical Accessibility/Blind (Dep't of Civil Rights)

# Embedded Equity in CGS Equity Protocols

## What we learned about Street Values + Engagement: Where Equity Begins

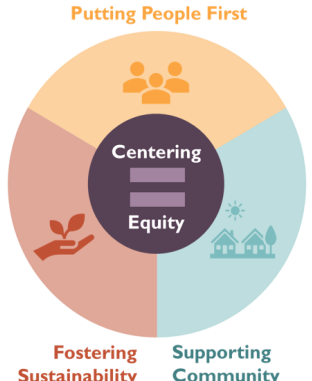
Before we can talk about CGS **it is important to establish what, as a city, we understand and value about streets**. As part of the listening sessions and public input it is important to be clear about what it is we are using to center the work behind CGS. The creation of “values” was another key and important part of establishing the CGS framework and tool. Street values, along with defining equity, help ground and center the focus of the work and thereby the ultimate framework.

The fall streets engagement found that overall street values were supported at 80+ percent; the exception was “Putting People First” which was supported at 78%. Ultimately, based on surveys and focus groups in all three phases of the engagement process, **Street Values were well received and accepted by the majority of engaged members**.

### STREET VALUES

**Street values are based on public input and articulate how community values should guide street design.** Designing streets based on community values is a significant paradigm shift from the conventional approach, but can successfully improve safety, equity, and sustainability. The street values for Madison are:

- *Putting people first: Prioritize safety, comfort, and well-being which de-emphasizes speed and convenience*
- *Supporting community: Create safe, welcoming places and emphasize short trips and access to local destinations*
- *Fostering sustainability: Promote walking, biking, and transit and use streets to expand the urban tree canopy and clean stormwater*
- *Centering equity: Engage inclusively, provide access to opportunities, prioritize, and support the needs of historically underserved people (race, culture, age, income, and gender identity)*



A people-centered approach in design means everyone is considered: not everyone rides a bike, or the bus, or drives, but everyone uses a part of a roadway. **By remembering that cities are where people live, not just drive, designs that are more equitably are created.** Further, it is important to note that it is our most marginalized communities which are often overlooked as places where people live, leading to less safe roads, less access to city resources, and a sense of isolation.

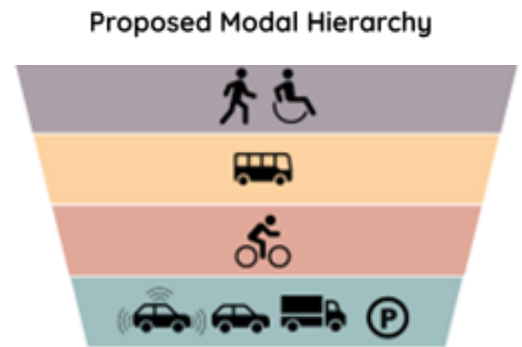
The street values can help shape how we make decisions and what we prioritize in our transportation system. These values guide all decisions related to the design, operation, and use of streets and transportation in the City of Madison. “Centering Equity” was also approved at 80+ percent and it is this strong support from community engagement that helped build the rest of the framework and tool to continue forward movement.

## How Modal Hierarchy was Informed by Engagement

The modal hierarchy (shown below) illustrates how the City of Madison will prioritize and accommodate the various street users and uses by default across the street network in the CGS process (**See Toole report for full description**). How was this hierarchy informed by engagements?

**Listening Phase:** Pedestrians being prioritized over transit came through loud and clear in the hierarchy engagement survey data and as themes during our engagements.

**Reflecting Phase:** Transit takes priority over bicycling and EQT argued that from an equity perspective, the modal hierarchy should put pedestrians first and transit users second.



### Top Concerns

- **Safety** was one of the central priorities and themes, pedestrians being prioritized is a key part of safety.
- **Accessibility** to their neighborhood and surrounding resources reinforced this for us as well, which also informed the following of buses and bikes/non-car wheels.
- **Equitable resource access**, specifically access to buses, was important, along with lower barriers for cost entry and access to the wider city.
- **Paths “People and safety centered”** while still rated important, didn’t come across as urgent as was heard for spaces. We heard “bike paths to nowhere” particularly at the neighborhood level. And, paths should savor the space traveled and not be a “freeway” concept on a different set of wheels.
- **Cars and parking** were seen as less important within our engagements. Parking was a non-issue outside of paying attention to who the parking is for. Specifically, how accessible is parking for low- to moderate-income people in or near downtown where it is clear visitors are prioritized over residents?



Upon reflection of the engagements, it became apparent that if we want to center safety and promote a more accessible city that “centers people, historically- and presently-marginalized communities and individuals,” it is this proposed hierarchy that would address their concerns, ideas, and hopes.

## Equity Lens Influence over Street Typology

When we design a street, we make decisions about how to allocate space and prioritize things when we need to make tradeoffs. Street typology helps streamline those decisions in different situations based on context, values and hierarchy.

The COGS project identified street types for all collectors and arterial streets in Madison. During the testing phase of engagement, we identified streets like South Park Street where the original proposed street type (Urban Avenue) was at odds with what community members wanted (Community Main Street). Engagement by community and EQT by Design staff offered insight and input which informed priorities on some of the street types.

## How Engagement Influenced Equity Priority Areas — *Addressing Past Harms, Preventing Future Harms*

Through the listening phase, we heard some key topics shared by community stakeholders, including how their roads are never paved, winter safety is a major issue, accessibility to city resources is persistent, lack of bike lanes/paths, and pedestrian safety concerns. .

From listening, we heard the need to **prioritize fixing past inequities, and preventing future inequities**. This is where the creation of Equity Priority Areas (EPAs), came into being, this is an overlay map to guide the City toward addressing historic inequities in specific and historically sensitive neighborhoods. In addition, within EPAs there are issues that will fall outside of the department of Transportation. It is our belief that the tools developed will help departments break silos and find holistic approaches to addressing these inequities in neighborhoods.

The development of EPAs helps with the recognition and the need to prioritize historic inequities in CGS. Especially in recognizing that “best practices” in transportation policy regarding safety, walkability, bike infrastructure, street quality/upkeep public transportation, and access to city resources through street design can often be neglected and overlooked.

To properly address inequities, one must prioritize doing so, and approach with care. Through engagement we heard affirmation that the equity protocols developed “were being applied equitably,” and EPAs were one of the solutions developed after gaining reflection back from the community.

EPAs would be used to highlight and focus on specific neighborhoods and areas prioritized for CGS. These zones were developed with Toole, and primarily based upon the location of what the City of Madison calls Neighborhood Resources Teams (NRTs). As Toole notes:

*“The priority of street elements for projects in and within ½ mile of an area with ongoing inequities is adjusted to favor the safety of more vulnerable users over other factors. This is because black and dark-skinned people are at a greater risk for traffic violence.”*

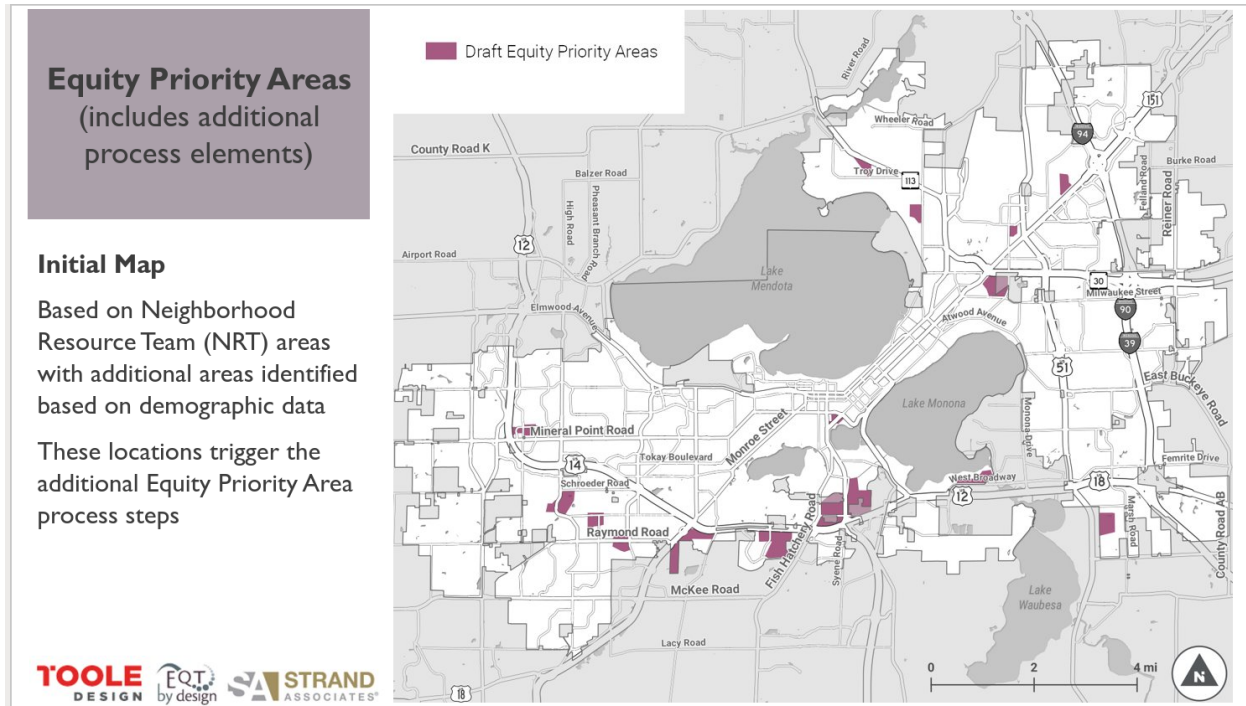
These priority areas should be limited to NRT communities, or specifically identified areas. The below lists our suggestions which are based on the following:

- Locations of NRTs
- Low-income housing density
- Water contamination
- Tree canopy cover
- Racial & ethnic identifiers

Additionally, these neighborhoods we've identified should see extra consideration and priority:

- ★ Tree Lane area
- ★ Bridge/Lake Pointe area
- ★ Bayview/Triangle
- ★ Independence Lane/Norman Acres
- ★ Truax/Straubel Court

## Equity Priority Area Map Overlay



**Equity Priority Areas**  
(includes additional process elements)

**Initial Map**  
Based on Neighborhood Resource Team (NRT) areas with additional areas identified based on demographic data  
These locations trigger the additional Equity Priority Area process steps



EPAs may not be limited to these pre-identified neighborhoods. Specifically, when a priority area is identified, **outreach into other city departments should be included to see if they are working in or near that neighborhood.** This is about helping break silos and coordinate initiatives. It is this level of effort that can change perception and outcomes about how the community views city engagement and progress. Further, it repairs and makes cohesive the goal of equity, and starts to mitigate the past impacts of inequity.

To help city staff coordinate and to assist in breaking down potential silos that can happen in big systems, EQT developed a decision-making tool to guide city staff. An EPA Checklist and Decision Tree were developed to help put into action the impact of equity and to help develop visible transparency and accountability.

The EPA considerations are measurements that appeared to us through the work of community engagement. The need for transparency and accountability shined through in every engagement — the goal — to make sure the right questions are asked, the right things measured, and that the public knows these considerations are a part of those goals. **(To learn more about EPA considerations in application, see City of Madison report.)**

EQT offers some specifics on how to talk about the equity impact. There are generally two ways in which metrics can be curated; qualitative and quantitative. Qualitative seeks to learn

about how people experience the impact of the changes made, and quantitative measures data that supports best practice from a numerical perspective. Here are some ways in which we offer both quantitative and qualitative measurements for thinking about the equity impact of CGS:

Qualitative	Quantitative
<ul style="list-style-type: none"> <li><input type="checkbox"/> How safe do people in EPAs feel crossing streets</li> <li><input type="checkbox"/> How accessible does employment, transit, or resource access feel</li> <li><input type="checkbox"/> How accessible does the rest of the city feel</li> <li><input type="checkbox"/> Do neighborhood streets feel well maintained</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Transit wait and travel times</li> <li><input type="checkbox"/> Walk time/ability to places</li> <li><input type="checkbox"/> Pedestrian and car crash rates, time of day, and season</li> <li><input type="checkbox"/> Bike/walk path use around EPAs</li> <li><input type="checkbox"/> Tree cover</li> <li><input type="checkbox"/> Quality and number of street signs</li> <li><input type="checkbox"/> Amount and quality of speed mitigation infrastructure</li> <li><input type="checkbox"/> Amount and quality of pedestrian focused infrastructure</li> </ul>

EQT’s goal was to develop tools that assist city staff, create tools that act as a checklist, and generate a series of actions (i.e., develop a process) that can help ensure they understand how to engage EPAs to make sure any CGS initiative is reflective of community needs, and addresses historic inequities.

Once staff work through the process of identifying what falls within their purview it offers a pathway on how to work with EPA communities and NRTs which then aligns and can be a supplement to the city’s RESJI commitment.

The decision tree is a process to approach CGS, general street upkeep and redesign, and how to make sure other inequities outside of transportation are addressed – it is the Equity Overlay in action (**refer to Appendix for EPA Checklist visual**)

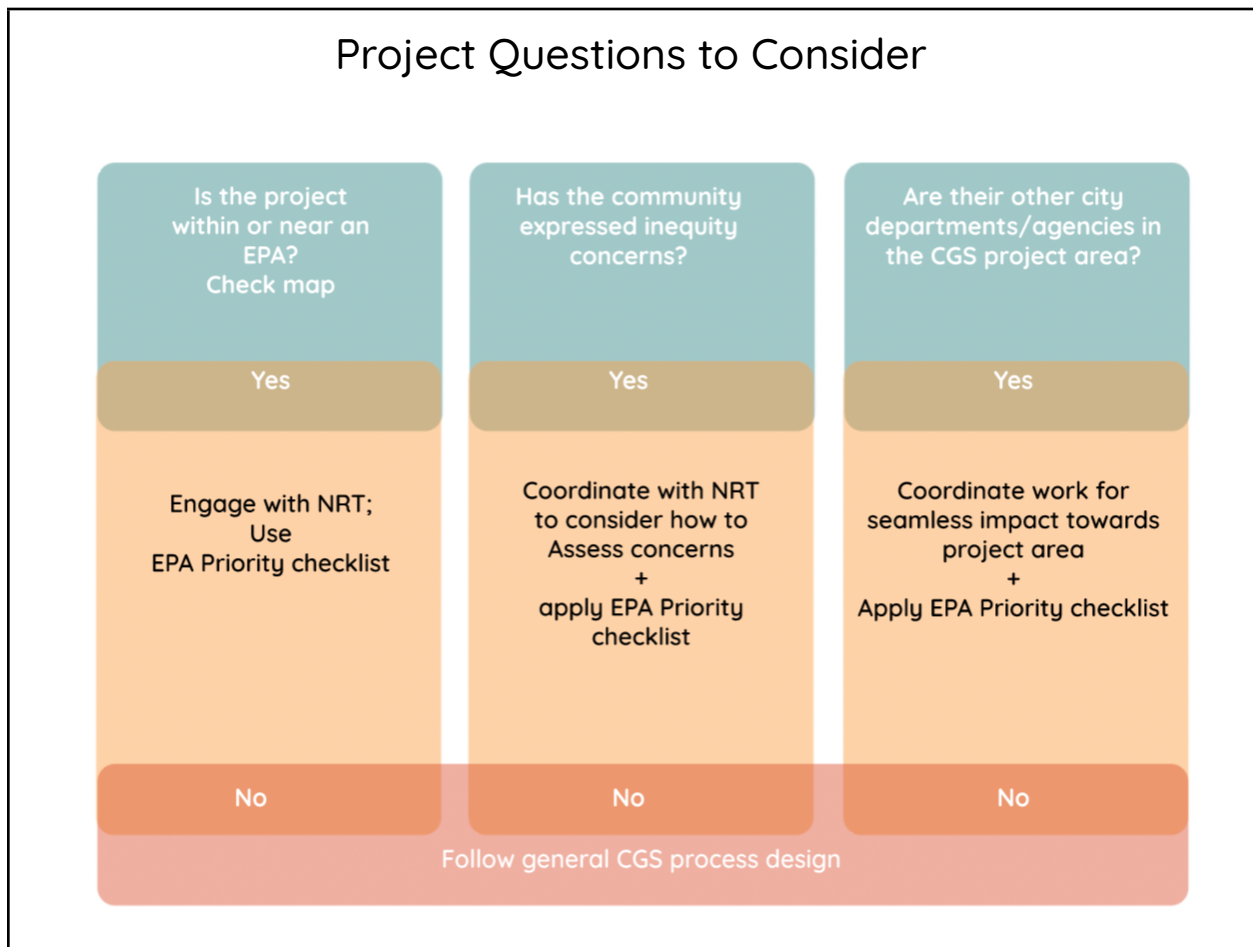


## How Engagement Informed the EPA Decision Tree

The decision tree helps put the processes of the Equity Overlay and EPA Priority checklist into action! The decision tree (**refer to City CGS Framework**) is where equity throughout CGS fits together. It became clear through engagements that more than a checklist was needed, but also a process that supplements RESJI to make sure the needs of communities in EPA's are met. "This is where the rubber meets the road!"

The EPA Overlay slows down the process in order to recognize inequities, while the spheres of influence helps understand who has both responsibility and control to address the inequity. Through engagement we heard that recognition was not enough, people wondered why a park light couldn't be fixed with a street light and how both of them intersect with community and pedestrian safety, for example.

**It became clear that a process that breaks silos, creates awareness of inequities and where that process can cross departments was needed.** The EPA decision tree came to fruition, as a process to break down communication barriers and to better coordinate how we address inequities that fall under the spheres of the City of Madison and its departments.





EPA considerations form an evaluation perspective and allows for how success is measured. The key is to consider it from an equity and community perspective. There will always be data from a transportation perspective about success. **The focus for EPA Decision tree is to understand how and in what ways inequity/equity impacts racialized groups of people and those who live in racially dense neighborhoods.**

## EQT Conclusion and Summary

Our work was focused on integrating equity throughout the project and process. Through pre-design, listening, and reflecting, we ensured this. Equity is explicit and integrated throughout the projects described throughout to ensure that “best practices” are used no matter what the neighborhood, that past inequities are addressed, and so that future inequities can be avoided.

**Pre-design:** Informed the questions and approach for the survey and focus groups.

**Listening:** Through public surveys and focus groups, we built equity into the DNA of CGS through explicit intentions and processes including Equity Priority Zones, Equity Overlay, EPA checklist, and the Equity Impact Decision tree.

**Reflecting:** We took the Equity Priority Zones, Equity Overlay, EPA checklist, and Equity Impact Decision tree and presented them to the Darbo neighborhood council, JustDane service populations, Latino Professionals Association Madison, and the Madison Network of Black Professionals.

While there was some confusion at first about technical details, once engaged these groups quickly gained an understanding. They all approved of the systems, designs, and processes in relation to CGS, with lingering concerns on two fundamental parts of the project:

1. Results/Outcomes: While support was given, skepticism was present about outcomes, along with the question of who decides if an outcome is equitable and appropriate for the community.
2. Accountability: If equitable outcomes are not met, and communities fail to be engaged properly, what happens?

These are two questions that will need to be answered by the City of Madison if it chooses to adopt the report and process for CGS. Ensuring equitable outcomes, even on small street projects, is not only the right thing, it will also help keep residents engaged in city governance, build trust for city government, and create a positive feedback loop for all.



Moving forward, EQT recommends the following to help address and hopefully prevent future lack of engagement:

1. Making it easy to find engagement efforts on the City of Madison website
2. Institutionalize a process of closing the loop with communities after engagement

Ultimately, we encourage the city to continue to find ways to break silos, increase community transparency, centralize engagement, and continue to work at trust restoration which is happening. Continued efforts to make those connections and share growth in these areas will be of benefit to the City of Madison.

# APPENDIX A

## EPA Checklist— creating equity in city engagement




Go slow and figure out the priorities, issues, and concerns of the community before proceeding with project scoping and design development. The following checklist assists city staff when working within their department or across other departments, and when Madison DOT needs to work closely with Neighborhood Resource Teams (NRTs) upon which EPAs were guided and created.

These checklists were based on the engagement sessions held in the community and are based on the pain points that neighborhoods experience, especially in communities with significant low-income, underserved, and/or racial/ethnic community members. They want to see more coordination for their needs that the city can address to benefit from the impacts of those investments by the city. Further, they want to be engaged and involved in the process to ensure that the outcomes align in gaining positive impacts for their neighborhood and community.

DOT **works within** its department and across other departments to answer these questions and coordinate response

- |   |  |
|---|--|
| <p> 1. <b>Does street typology fit the needs of the community? If not, what would?</b></p> <ul style="list-style-type: none"> <li>a. Who is the typology serving the community or commuters?</li> </ul>  | <p> 2. <b>Equity impacts governed by City of Madison</b></p> <ul style="list-style-type: none"> <li>a. Has it been affected by Redlining? (property taxes + zoning)</li> <li>b. Are there inequities Parks and Recreation can help alleviate?</li> <li>c. Water Quality of neighborhood, and are there efforts needed to improve?</li> <li>d. Housing + Zoning (liquor store, cash/check, food accessibility + quality) analysis in area, can changes be made?</li> </ul> |
| <p> 3. <b>What metrics are being applied to determine EPA or Equity Impact accountability? Check all that apply</b></p> <ul style="list-style-type: none"> <li>a. What assessment tool was used to determine residents' feelings of city responsive to their needs?</li> <li>b. What are the Avg hours and dollars spent in EPAs vs non-EPA communities</li> <li>c. Yearly reports of closing investment inequities</li> <li>d. At least bi-annual safety reports in these neighborhoods</li> <li>e. Annual EPA engagements and report outs</li> </ul> | <p> 4. <b>Are "best practice" essential infrastructure being followed and addressed? Check all that apply</b></p> <ul style="list-style-type: none"> <li>a. Tree canopy</li> <li>b. Safety, signals, signs, speedbumps</li> <li>c. Near community resource (food, stores, etc) accessibility</li> <li>d. Pedestrian and bike infrastructure</li> <li>e. Potholes</li> <li>f. Street and sidewalk lighting</li> </ul>  |

DOT works **in coordination with NRT** to collect this information and report out when prepping for a project in a NRT

- |   |   |
|---|---|
| <p> 1. Based on what communities asked for, through community engagement, to address inequities did those needs/wants get addressed?</p> | <p> 2. What are the priorities outside of "essential infrastructure" expressed by communities?</p> |
| <p> 3. Did CGS decisions within an EPA or a community experiencing inequity disproportionately benefit from CGS initiative?</p>          |   |



# APPENDIX B

EQT Interim Engagement Summary - December 2021

FINAL DRAFT



**City of Madison  
Complete Green  
Streets**

***EQT By Design***  
***Engagement Summary***  
***Interim Report***

***December 2021***





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## EQT’S ENGAGEMENT + COVID-19

The feasibility study occurred during 2021 with most of the engagement taking place in the spring and summer. During 2020, COVID-19 significantly impacted the process of community engagement. More specifically, community and neighborhood reach was curtailed, as the normal channels for outreach were no longer effective.

Ultimately, the patterns of where people showed up for which topics, groups, and spaces are all shifted and compromised. All of this is being reset as vaccination, boosters, what it means to “come back” and more, policies and consistent practice of said policies flattens out to become more predictable and understood.

We take the time to bring this up now as we will be focusing as part of Stage 2 engagement efforts to ensure we specifically use our *assure and affirm* strategies. Our assure and affirm strategies help us bridge what we learned in stage 1 with who is folded into and reached in Stage 2. Our goal is to gain a broader and deeper reach of others who were not able, ready, or in the loop during Stage 1; engage with us as part of Stage 2..

## ENGAGEMENT PROCESS + DESIGN

In this interim summary report you will find a multi-phased approach to engagement for the Complete Green Streets Project. Our engagement strategy in 2021 consisted of two phases: “Listening” and “Reflecting”. In the “Listening” phase, we first asked our community about what they enjoy and do not enjoy about the streets they use to navigate to and from their residence. The “Reflecting” phase assured “we heard you” correctly and allowed us to dig deeper into their concerns and what they value about their streets. Input from both stages have informed the Madison Complete Green Streets framework and preliminary processes in the following ways:

- Creating the shared values (safety, community, sustainability, and equity) that should guide decisions
- Establishing a city-level modal hierarchy that puts pedestrians first





- Ensuring that all street types and street designs prioritize safety, access, and comfort for people walking, using transit, and biking.

### **Overall engagement strategy**

The design of the outreach stages tapered from broad to specific, beginning with wide-reaching engagement on broad topics such as community values and ending with refining the details with specific interest groups. Throughout the engagement process, participant demographics and evaluations were tracked to understand who has been involved in the planning process and identify where greater outreach efforts may need to be applied.

EQT designed and implemented the following phases to gather input, feedback and perspective regarding the Complete Green Streets project and to ensure a full-circle engagement is done in the future to provide project updates.

- Stage 1: Raise awareness of the project, invite people to the conversation and assess community values and preferences.
  - **Pre-Design:** The purpose of the pre-design was to gain insight and a sense of the community as a result of COVID-19 and the racial and economic pandemic that was also at play in 2020 and carried into 2021.
  - **Listening:** This listening phase of the engagement is tailored to get the communities input regarding their lived experience using Madison streets. What are their likes and dislikes and what would they change about the streets of Madison?
  - **Reflecting:** Review, clarify, and refine the input received from phase 1. We dug deeper into what the values and priorities are about the streets of Madison and ultimately what are the trade-offs the community would consider based on their lived experiences and expectations for commuting.



## WHAT WE LEARNED FROM PRE-DESIGN

<i><b>Pre-Design Small Group</b></i>
<i><b>Attendees:</b> 7 (5 in person   2 one on one's)</i>
<i><b>Race:</b> Black, Native, Hispanic and Multiracial</i>
<i><b>Gender:</b> 60% Male and 40% Female</i>
<i>We invited the group in to learn about what might be of value to know about how to design and plan engagement based on their insights and point of view.</i>

Assemble a small group of diverse, well-connected stakeholders to understand how best to engage with people around the various topics/initiatives. This will inform the development of outreach tactics/strategies in all stages.

Overarching goals is to prioritize engaging harder-to-reach groups that have not historically been highly engaged in transportation decision-making. This includes actively engaging underrepresented populations (i.e., targeted focus group meetings, communications, and survey links to reach underrepresented groups).

By assembling this small group we hope to learn how to reach “hard to reach” and identify not only reach strategies, but also content and approach strategies to gain interest. Will also see if this group will offer additional insight on names, spaces for locating ideal community members, and ideas to gain diverse, inclusive and culturally competent insight to gain traction.



We asked the following type of questions:

- Cultural concepts that we can mention and make connections too?
- What will make people interested in learning more or participating?
- Ideas on approach or format - Ex: In person or virtual
- Are there any groups or people you would recommend?

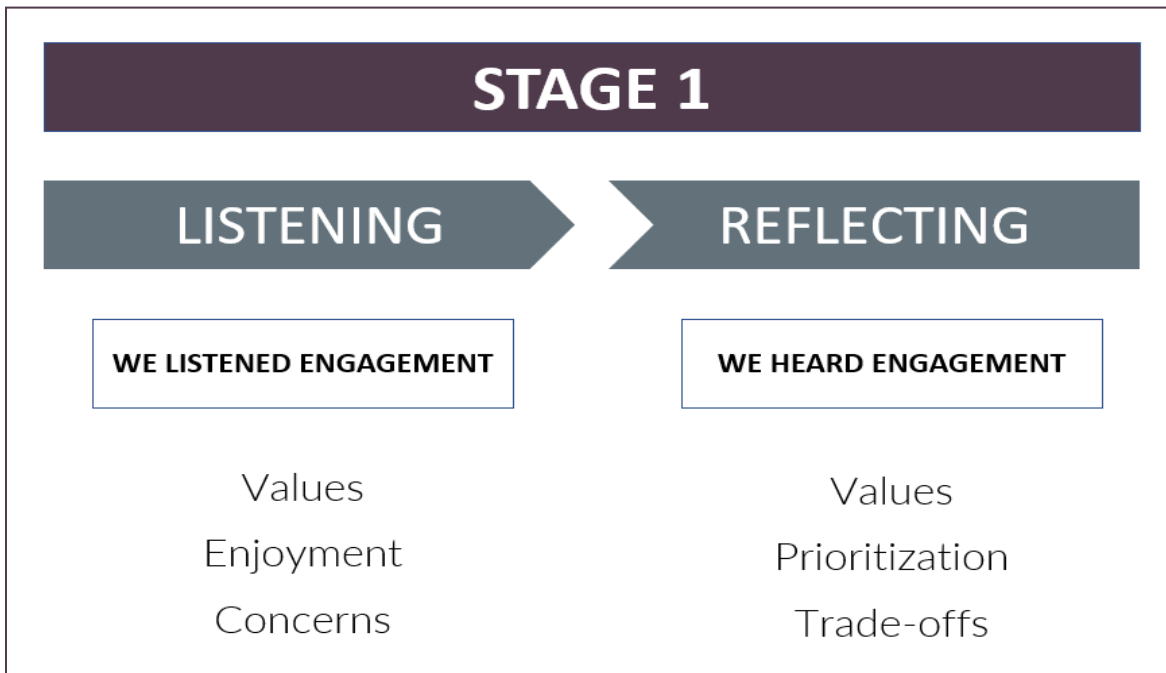
The time taken to do pre-design was helpful in that we received solid insight as to how to move, talk, and brand the work forward. Those who participated helped inform who to approach, types of questions to ask, and they provided insight on how to present the information. Specifically, they recommended -

- ★ clarifying more succinctly what this project is and how it will happen
- ★ ensuring we embed the history of street design and the impact to communities of color and other marginalized groups
- ★ recording and pushing out information as part of any meetings or sessions held
- ★ recommended days of the week to consider hosting the open house
- ★ keep the language and branding simple and easy to grasp (**hence Let's Talk Streets!**)

Ultimately, those who engaged with us were also helpful to us in getting the word out on the Stage 1 phase of the project. In particular, we were able to get in person engagement off the ground with their assistance and support.



## LISTENING PHASE



### **Focused Engagement in Selected Neighborhoods**

EQT sought deep qualitative analysis in a few key areas where we know diverse community stakeholders live. Different tools engage different ways to communicate information and slow down the process to allow a learning and understanding of a topic that is not typically discussed for these newer stakeholders.

During the Listening Phase we attended various community events and were able to build upon the current relationships EQT has established with the local community agencies. During the summer's Unity Picnic with the Urban League of Madison EQT was able to share information regarding the project and orient the public to access the survey to provide input. This engagement also provided an opportunity to engage with JustDane and lay groundwork for the upcoming session scheduled with them as well.



<i>Listening Phase Locations</i>	
<i>Location/Date</i>	<i>Number of Participants</i>
<i>Unity Picnic - Urban League of Madison</i>	<i>networking and relationship building difficult to engage since folks were in cars getting materials</i>
<i>Darbo</i>	<i>3 attendees (co-chairs of resident panel = 10 members )</i>
<i>Just Dane</i>	<i>15 participants</i>
<i>June 15 Public Meeting</i>	<i>15 participants</i>
<i>June 16 Public Meeting</i>	<i>36 participants</i>
<i>Nov 30 Wright MS</i>	<i>5 participants</i>

We also learned in trying to reach different small groups some constructive feedback that may be of interest to the City.

In July, when attempting to engage with a community based organization they shared that many of the residents were burned out from past city engagements. These engagements specifically were around transportation and how their information was not used, and in particular by TPPB.

*The feedback was that they felt their feedback and engagement efforts went into a black box or it wasn't taken seriously; especially by the TPPB. Additionally, they added the populations didn't feel respected and didn't think it would be worth their time to engage, even though we were a different entity.*

**Lack of transparency and respect** were the main themes as it pertained to questions around hurdles of engagement and when mentioning the city or city representatives.

Additionally, with COVID, people voiced wanting to spend time where they feel their time is valued and their voice will have impact; this was always true prior to, but now it is a hard line with this pandemic.



Our takeaway from this, and other engagements, was the lack of centralization within city initiatives and engagement efforts, along with no feedback loop to residents showing how and where their voices were incorporated.

**Two steps could help:**

1. Making it easy to find engagement efforts on the City of Madison website
2. Institutionalize a process of closing the loop with communities after engagement

We at EQT are happy to help the City of Madison to help break silos, create community transparency, centralize engagement, and work to restore trust in the engagement process due to past engagement burnout.

**JustDane Small Group Session**

<b><i>Darbo Small Group</i></b>
<b><i>Attendees: 13</i></b>
<b><i>Race: BIPOC and non-BIPOC balanced</i></b>
<b><i>Gender: 50/50 Male and Female balance</i></b>
<i>Veterans were represented as were formerly incarcerated. East side and south madison perspectives mainly in the room with a balance of native and non-native Madisonians. One attendee was expecting and a woman of color. Men were older (50+) overall in the room than the women (40+ excluding pregnant woman).</i>

**Key themes that were shared from these small group were as follows:**

- ❖ Crossing safety and safely
- ❖ Walk/Bike Paths ability to rest and sit while also appreciating the space
- ❖ Direct Routes as a pedestrian vs. only by car
- ❖ Family and kids oriented safety and design
- ❖ Literal blindspots
- ❖ Supporting local biz and commerce vs. multimodal routes just “getting to work”



## Let's Talk Streets Community Survey 1

Not everyone can be physically present and therefore we used surveys to engage stakeholders and gain insight and perspective. EQT created and distributed surveys to expand the outreach footprint to various stakeholders, as well as provide the opportunity for community members to provide additional feedback that will inform themes. Our goal with the community survey in the Listening phase was to gain a better understanding of the City of Madison's priorities and values derived from their lived experiences as pedestrians and as their preferred mode of transportation. The questions asked enable us to emphasize the tradeoff between convenience and safety, how people define safety, and to gain insights into peoples diversity of experiences. Where are able to gather experiences with the following questions:

- ★ Think about a street near where you live or work that you enjoy. Share what you enjoy.
- ★ Think about a street near where you live or work that you do NOT enjoy. Share what you don't enjoy?
- ★ In general, how easy is it to get around the city of Madison using the following types of transportation?
- ★ From the question above, if you answered, "not always easy" or "never easy" to get around, can you please share more about your experiences with streets?
- ★ Before the pandemic, how frequently did you use different types of transportation to get around Madison?
- ★ During the pandemic, did you use certain types of transportation more or less frequently
- ★ Now that pandemic restrictions have been removed, will you change your habits on how you get around in the next 6 months?



The following information provides a summary of the demographics from the survey.

<i><b>Listening Phase Survey Results</b></i>
<i>Surveys completed = 202</i>
<i>Age: 36 - 50 (28%)</i>
<i>Race: White (86%)   BIPOC ( 14%)</i>
<i>Gender: Male (51%)   Female (43%)</i>
<i>Key Areas:</i> <i>Near West • Raymond Rd (between Elver &amp; Odana Rd) • Isthmus Area</i>
<i>Non-Native English Speakers: 5%</i>

### Survey Themes

- ★ People enjoy nature & ease of access
- ★ People **do not** feel safe
- ★ It is “not easy” with infrastructure and bus system
- ★ BIPOC respondents indicated “It is never easy to get around” at a rate nearly **3X** that of White respondents
- ★ People will **drive less** and use other modes of transportation
- ★ BIPOC respondents use **more** modes of transportation than White respondents
- ★ People report they **will change** their driving habits





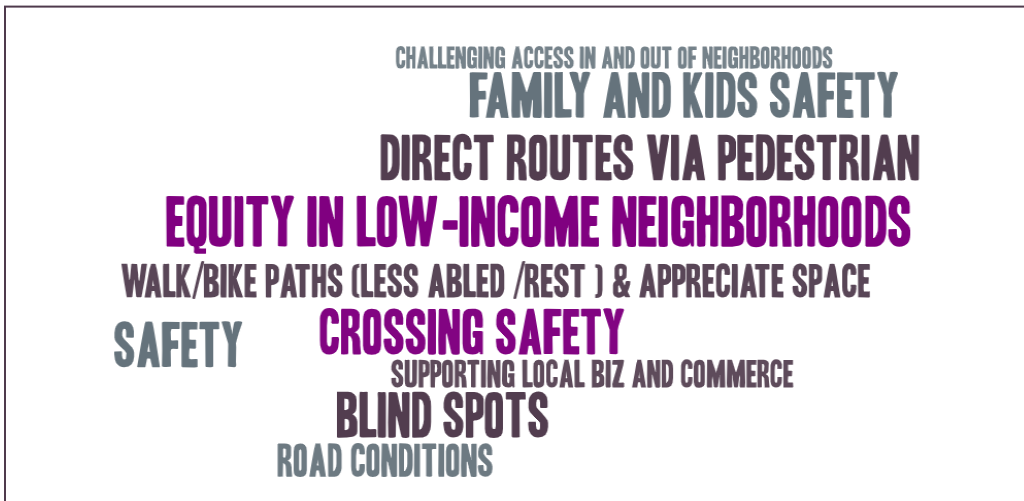
## June Virtual Public Meetings

<b><i>Listening Phase Open House</i></b>
<b><i>Open House Attendees: 30</i></b>
<b><i>Race: Majority White w/some racial/ethnic diversity</i></b>
<b><i>Gender: Primarily Male</i></b>
<b><i>Non-Native English Speakers: 5% or less</i></b>

In June 2021, for the two engagement sessions held, we utilized Padlet (a virtual whiteboard platform), to ask the following questions:

- ★ What do you think is the purpose of streets today?
- ★ If you could change the PURPOSE of streets today --> how and why?
- ★ What do you WORRY most about streets you use?
- ★ What do you VALUE MOST about streets that you use?
- ★ If you could change ONE THING about streets what would it be?

EQT closely examined the input from workshop engagement to identify common themes and patterns that continued to emerge. The following word cloud highlights trends that stemmed from the workshop. More specifically, **Safety** and **Equity in low-income neighborhoods** were priorities for audience members at the workshop.





In addition, there were comments and statements that resonate for many attendees across both open house sessions.

#### Open House Testimonials

- ★ *Danger! Danger! That a car will kill me*
- ★ *Speed & lack of policing- I would love a 20 is plenty program to be universal in residential neighborhoods*
- ★ *Movings vehicles as quickly and efficiently as possible*
- ★ *The ability to safely use public space*
- ★ *Community- running into neighborhoods, seeing friends*
- ★ *Pedestrianized inner square*
- ★ *Putting people first, not cars*

#### Youth Meeting

For this meeting, with five youth from Wright Middle school, we also utilized Padlet for a virtual engagement. Here, we used some of the modal and modal hierarchy questions, along with imagining streets, to learn their perspective. We wanted to simplify things for them, while making sure we understood how they saw and moved through the world.

- ❖ How do you get around town?
- ❖ Think about a street you like? What does it look and feel like?
- ❖ Think about a street you don't like? What does it look and feel like?
- ❖ When you hear people centered streets what comes to mind?
- ❖ Presented the modal hierarchy model as "If the city decides to redo a street do you like this priority of who to center in design?"
- ❖ Did COVID change their transportation journey?

What we learned from the teens aligned with what was heard from other small group engagements and community members; which should be noted! While their independent modes of transportation might be more limited, bikes and skateboards; they brought up **safety and bike lanes** as things they appreciate in road design.

They also talked about avoiding roads that have **potholes, no bike lanes**, and aren't well maintained or **cleaned for debris and trash**. As we indicated above, most agreed with the modal hierarchy:



- ★ (3) three youths agreeing in general with the modal hierarchy proposed, and
- ★ (1) one of the three thinking buses and bikes should be switched.
- ★ (2) two thought cars should be elevated a bit more, but talked about it in the context of negative views of Madison Metro.

What stood out about what these youth shared besides their opinions on the modal hierarchy; it was also their desire for keeping nature clean, their views on infrastructure and keeping it up and repaired, and of course, safety. And, contrary to popular belief, **even youth care about their safety!**

## WHAT WE LEARNED AS LISTENERS

Overall there were a series of themes that came up as a result of listening to the various small groups over the summer. These themes have resulted in what we call the **Listening Phase**

- ★ **Monroe Street** is considered by many to be a people-centered, neighborhood friendly space that supports businesses while offering a corridor for vehicles to pass through as shared by BIPOC attendees from JustDane.
- ★ Roads are necessary to get to commerce vs. walking or pathways (**no direct, easy, safe routes**).
- ★ Participants in the Darbo and south side neighborhoods are frustrated by the lack of options and convoluted routes to **get to nearby locations Parking rules and Blindspots** and city ticketing - not consistent or effective enough to stop the breaking of parking rules.
- ★ **Pedestrians overpass** high traffic streets especially when talking about East Washington and Stoughton Road (dangerous for pedestrians and bus riders).
- ★ **Wright Middle School** students highlighted safety and traffic when talking about streets they did not like.
- ★ Bike Paths that do not connect to **commerce or allow one to savor** the space.
- ★ **Biking and skateboarding** came up as the primary way **students** from Wright Middle School get around independently. Showing the importance of bike paths to places.
- ★ **People centered** vs destination/traffic oriented design is desired.



- ★ Clear **communication for all multimodal ways** of movement at intersections (car, bike, pedestrian, bus etc).

## REFLECTING PHASE

September, 2021 we began to implement phase two of the engagement process. During this phase, we distributed another community survey as well as meeting with various small workshop group sessions. At this second phase of the engagement (i.e. reflecting phase), we want to **ensure the community agrees with the preliminary values**. We use this phase to gain additional depth into the themes from the listening stage and use the data to look into tradeoffs, what people prioritize, and the introduction of the modal hierarchy.

### Focused Engagement in Selected Neighborhoods

#### Luna's Groceries

Luna's Groceries held a neighborhood block party and EQT By Design was in attendance to seek insights and feedback from the predominantly BIPOC neighborhood. The corner store in the Allied drive area is located right next to Verona Rd, a high volume and high speed road. We wanted to ask attendees about their perspectives when it came to shared values around streets and transportation.

We asked the following statements with the goal of understanding if they **agree, disagree, or can live with** the following:

- ❖ **Putting people first:** *prioritize safety, comfort, and well-being which de-emphasizes speed and convenience*
- ❖ **Supporting community:** *create safe, welcoming places and emphasize short trips and access to local destinations*
- ❖ **Fostering sustainability:** *promote walking, biking, and public transit and use streets to expand the urban tree canopy and clean stormwater*
- ❖ **Centering equity:** *engage inclusively, provide access to opportunities, prioritize and support the needs of historically underserved people (race, culture, age, income, and gender identity)*



- ❖ If you disagree with any of the values above, why and what alternatives would you propose?

Majority of the respondents agreed with the above statements however there were respondents that “could live with it” when it came to **fostering sustainability**: promoting walking, biking, and public transit and using streets to expand the urban tree canopy and clean stormwater.

### Let’s Talk Streets Community Survey 2

<i>Reflecting Phase Survey Results</i>
<i>Survey results = 527</i>
<i>Age: 65+ (29%)</i>
<i>Race: White (90%)   BIPOC ( 2.6%)</i>
<i>Gender: Male (42%)   Female (51%)</i>
<i>Key Zip Code Areas: 53711 • 53703 • 53705</i>
<i>Non-Native English Speakers: 2.3%</i>

### Shared Community Values

Street values shape how we make decisions and what we prioritize in our transportation system. The results of the survey helped us understand the level of support for using a value based approach for the work. Specifically, respondents reflected the following:

- **Putting People First** 78% agreed
- **Supporting Community** 86% agreed
- **Fostering Sustainability** 87% agreed
- **Centering Equity** 82% agree and 11% *can live with it*



As the data shows, if respondents didn't agree then more stated they "Could Live With It!" There was a range of 5- 9% of respondents who actually disagreed with any of the above shared community values.

### Survey of Disability Community

We sought to specifically survey people with mobility disabilities for two reasons: first, we wanted to know the daily challenges faced by people with mobility disabilities, as that could inform community values. Secondly, we hoped to identify stories and anecdotes that could be used to illustrate the importance of designing streets for all users. Survey respondents were given the option of allowing their stories and experiences to be published, or remaining anonymous.

The following table provides a summary of the demographics from the survey.

<b><i>Reflecting Phase Survey of People with Mobility Disabilities</i></b>
<b><i>Survey results</i></b> 60 Respondents
<b><i>Age:</i></b> 36-50 (39%) / 51-67 (26%)
<b><i>Race:</i></b> White (80%) / BIPOC (10%)
<b><i>Mobility Disabilities:</i></b> Walking (78%) /Balance (50%) <b><i>Mental Health</i></b> (39%) / <b><i>Driving</i></b> (27%) / <b><i>Seeing</i></b> (19%)
<b><i>Key Zip Code Areas:</i></b> 53703 * 53704* 53705

### Themes of Survey of People with Mobility Disabilities

- ★ Dealing with aggressive or inattentive drivers was the most challenging mobility-related task selected by survey respondents.
- ★ Using streets without sidewalks and crossing the street at places without a signal were the other most-selected challenging tasks.
- ★ Many people with disabilities rely on cars to get around. Finding accessible parking spots was a struggle for many of the respondents, especially in high-demand areas like the UW campus and downtown.



- ★ Ice, snow, and unshoveled sidewalks and curb cuts pose a great mobility challenge for many people with disabilities.
- ★ When asked what values should represent the design of our streets, the most commonly-mentioned values were “safety”, “people”, and “accessibility.”

## EQT EMBEDDED IN COMPLETE GREEN STREETS

In collaboration with Toole Design, EQT began to analyze and pull common concepts, experiences, and insights and themes, that were then used to inform the preliminary processes and approach to Madison CGS project. Because we want the community to see their contributions in the final design configuration, we used the “Reflecting” phase to ensure we listened accurately and confirmed the interpretation and creation of the following elements:

### Shared Values

- ★ Majority of the respondents agree that we should prioritize safety, comfort, and well-being which de-emphasizes speed and convenience

### Priorities

- ★ Increasing safety is MOST IMPORTANT, even if my travel is slightly slower or less convenient was a common priority of respondents.
- ★ Most respondents disagree with convenience of driving is MORE IMPORTANT than the convenience of people walking, using public transit, and biking

### Speed & Safety

- ★ Most of the respondents are willing to accept lower speed limits to increase safety however some respondents disagree with willing to go from 30 mph to 25mph

## Shared Community Values

Street values shape how we make decisions and what we prioritize in our transportation system. *These values should guide all decisions related to the design, operation, and use of streets and transportation in the City of Madison.* The values we identified in the Listening phase, and refined in the Reflecting phase include:

- **Putting people first**
- **Supporting community**



- **Fostering sustainability**
- **Centering equity**

### **Modal Hierarchy**

The modal hierarchy (shown below) illustrates how the City of Madison will prioritize and accommodate the various street users and uses *by default* across the street network in the CGS process. Deviation from the hierarchy will occur on individual streets based on context and modal priority networks, but people walking and using mobility aids will always be the first priority.

In the reflecting phase, EQT and Toole Design asked a variety of questions in both surveys and small groups to confirm that transit should take priority over bicycling. EQT also argued that from an equity perspective, **the modal hierarchy should put pedestrians first and transit users second.**

Why we pushed for pedestrians first over transit is because this is what came through loud and clear in the hierarchy data as themes during our engagements.

- Safety was one of the central priorities and themes, pedestrians being prioritized is a key part of safety.
- Accessibility to their neighborhood and surrounding resources reinforced this for us as well, which also informed the following of buses and bikes/non-car wheels.

When thinking about equitable resources access, nearby or within the larger city, **access from buses rose quickly in importance**, with lower barriers for cost entry and access to the wider city. For bikes, while still important, didn't come across as urgent. Additionally the city has invested heavily in bike infrastructure, but at times not targeting where it might be the most useful; we heard "bike paths to nowhere." When it came to bikes, especially at the neighborhood level, safety, and street quality were two things that stood out. And further, when they did talk about bike paths they felt that this space should be purposefully connected to local resources. And, that these bike paths should offer the ability to savor the space traveled and not be a "freeway" concept on a different set of wheels. It seemed counterintuitive to "people centered, safety centered."

Cars and parking were seen as less important within our engagements. Parking was a non-issue outside of paying attention to who the parking is for. Specifically, how

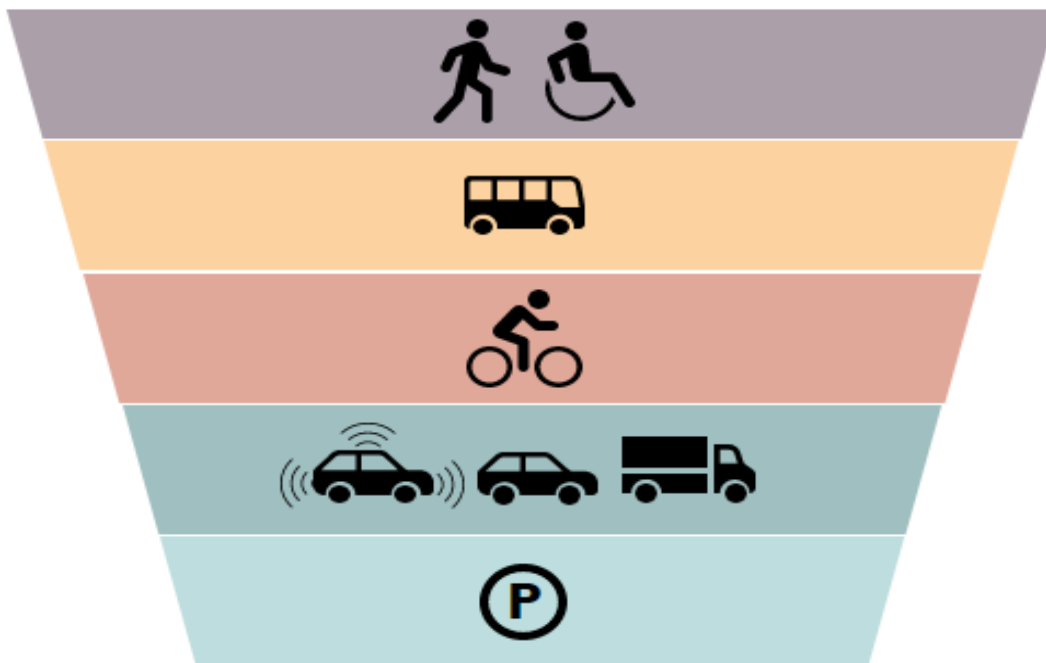




accessible is it for low to moderate income people in or near downtown where it is clear visitors are prioritized over residents.

Upon reflection of the engagements, it became apparent, if we wanted to center safety and promote a more accessible city that “centers people, historically and presently marginalized communities and individuals,” it is this proposed hierarchy that would address their concerns, ideas, and hopes.

### Modal Hierarchy Proposed to City of Madison





## Equity Perspective For All Street Projects

EQT staff helped apply an equity perspective for all street projects by listing considerations that should be taken into account within each typology. These are questions to ask, things to consider, mark, and ID when taking on a Complete Green Streets project.

These equity considerations grew out of the themes that people in our focused small groups talked about. When used in or near equity priority areas (see below) these should be given extra attention and specifically **the process should slow down!** We took these conversations and integrated them into the following list:

- 
- ★ Safe streetwalking
  - ★ Distances between crossing
  - ★ Safe bike lanes
  - ★ Bus stop distance
  - ★ Avg bus-time wait
  - ★ How accessible is it from neighborhood streets or mixed-use connectors
  - ★ Impact on walkability, bike-ability, driveability to local resources
  - ★ Street parking, who is it for? Visitors or local residents?
  - ★ Lighting
  - ★ Bus shelters? Seated and covered?
  - ★ Safe design for sharing?
  - ★ Potholes filled? State of street
  - ★ Multilingual Signage
  - ★ How safe is it in the winter
  - ★ Do they have the ability to shut down to traffic for local events (i.e. neighborhood shared streets off of Monroe)
- 

## How Spheres of Inequity Impact Neighborhoods

The concept of spheres of inequity came about in quickly realizing through our focused engagements that we had to think about equity beyond specific types of street amenities (signs, bike lanes, ec).

While these design aspects are important, residents of the Darbo and south side neighborhoods talked at length about equity within streets and street design; **these things cannot be addressed in isolation.** We specifically, heard and learned some key ideas and takeaways as follows:

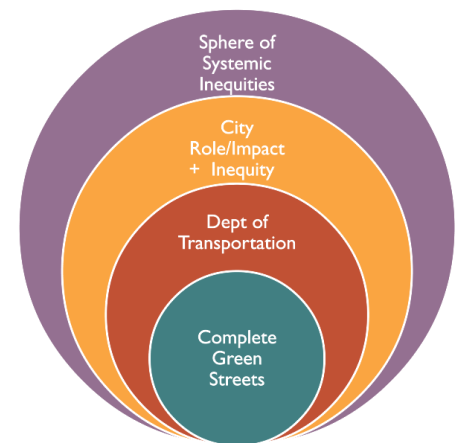


- ★ **Infrastructure is currently broken** or non-existent particularly in low-income areas
- ★ Bike freeways vs. a connection for **enjoyment and/or for access** to the surrounding area
- ★ **Bike and Pedestrian tension is counter intuitive** to Madison being “ranked best for bikers /bike paths”
- ★ **People enjoy** trees, greenery, and connections to nature
- ★ **Clear signage** & consistent for ALL multimodal ways of movement at intersections (car, bike, pedestrian, bus etc.)

Listening and learning as we did. It helped inform how the model and process needed to think about the impact of inequity and the systemic nature of it. We demonstrate this with our graphic to represent the “sphere of systemic inequity.”

It is important to note that **3 out of the 4 levels fall under the purview of city government.**

1. Complete Green Streets; specific street redesign and typology
2. Department of Transportation
3. City and other Departments role in Perpetuating Inequities
4. Societal Inequities (real and can't control directly)



An example of how this sphere works is as follows –

- *Fixing the potholes on Darbo Street won't...*
  - *make the surrounding streets better for bikers and pedestrians, youth, or for those trying to easily come in and out of their neighborhood.*
  - *Further, it doesn't address access or “things to do” at their parks, better rental housing or homeownership; and*
  - *It won't fix a bad intersection or blindspot or winter safety issues on another street.*
- *Ultimately, fixing **one street** won't make things look or feel different for the residents and the neighborhood.*



When these changes aren't felt, it feeds the cycle of residents not feeling heard or engaged. It creates trepidation about engagement in city projects. Further, the community and people don't think of their situation in parts and pieces. It is the impact of the whole. Therefore, when the City is coming in to "improve" and "make better" it has to be with the **lens of "seeing the whole" and not just "a part."**

The key to breaking the "black box" of feedback is to gain effects and impact of an initiative; hence the impact and cycle of the sphere of systemic inequity. This is where actual **change lives – in the ripples are where effects and impacts of design are housed.**

**Equity "Priority" Zone (placeholder):**

The listening and learning also informed EQT proposing the use of overlay maps to guide the City towards addressing historic inequities in specific and historically sensitive neighborhoods. In these sensitive areas, there are issues that will fall outside of the department of Transportation. It is our belief that this tool will help departments break silos and find holistic approaches to addressing these inequities in neighborhoods.

Priority zones would be used to highlight and focus on specific neighborhoods and areas prioritized for Complete Green Streets (CGS). These zones were developed with Toole, and primarily based upon the location of what the city of Madison calls – Neighborhood Resources Teams (NRT's). As Toole notes –

"The priority of street elements for projects in and within ½ mile of an area with ongoing inequities is adjusted to favor the safety of more vulnerable users over other factors. This is because black and dark-skinned people are at a greater risk for traffic violence."

These priority areas should be limited to neighborhood resource team communities, or specifically identified areas. The below lists our suggestions which are based on the following:

- Locations of neighborhood resources teams
- Low-income housing density



- Water contamination
- Tree canopy cover
- Racial & Ethnic identifiers

Additionally, these neighborhoods we've identified should see extra consideration and priority:

- Tree Lane area
- Bridge/Lake Pointe area
- Bayview/Triangle
- Independence Lane/Norman Acres
- Truax/Straubel Court

We may not limit ourselves to these. When a priority area is identified, there should be outreach into other city departments to see if they are working in or near that neighborhood. **This is about helping break silos and coordinate initiatives.** *It is this level of effort that can change perception and outcomes about how the community views city engagement and progress.*

Below we have a decision making matrix on how to launch a CGS initiative, taking into account the equity spheres of influence. The key questions staff might grapple with are:

- ❖ How to “assess for an equity priority area or what do you do when there isn’t one.
- ❖ When do you see it is an equity priority area?
- ❖ When do you reach out to other departments?
- ❖ What if there is no equity priority area?

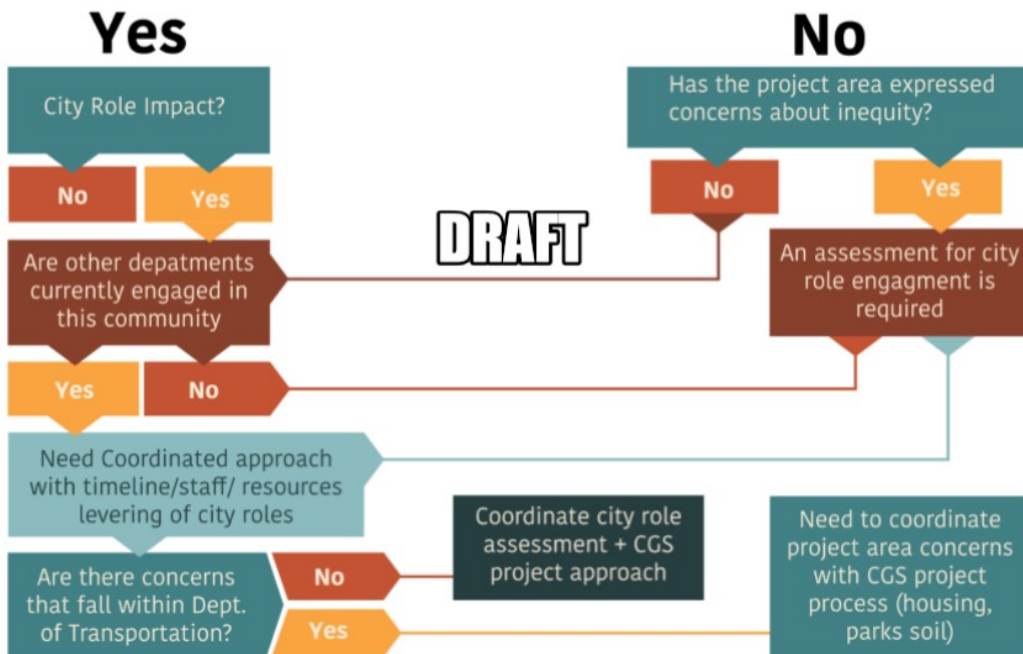
To help address this aspect of the work we formulated a decision-making tree to guide city staff through the process.

Steps through an equity lens regarding streets:

## Decision Tree



Is project In or near Equity "Priority" Zone?





Steps if it is priority area:

- Identify if it is priority area
- Target the neighborhood not individual street
- Engage other city departments to address non-DoT departments
- Launch CGS project in neighborhood

### **An Example in Action**

In function, if say the Parks department has a plan in place to address an area that the DoT will be doing a GCS initiative, they would either coordinate to:

1. Parks would seek to launch at the same time to meet neighborhood/ community needs
2. If there are other needs expressed by community that a different department is responsible for that would be coordinated as well
3. Ultimately, the goal is to take advantage of the CGS initiative and community engagement to communicate to the community when the Parks initiative will be taking place along with any other needs expressed.



# MOVING FORWARD FOR STAGE 2: INSIGHT FROM EQT BY DESIGN

## *Moving forward with the engagement shift as a result of COVID-19*

The impact of COVID has disrupted changed engagement practices. Specifically, the past norms used for engagement were disrupted and difficult to apply given that the cycle of in-person engagement was broken, COVID policies changed too much to offer a pattern to follow, and virtual engagement practices changed also in that most people **review** rather than **actively participate** in real time when it comes to online engagement. Plus, the ever present, and real fear of how people engage in a pandemic continues to shift.

In addition, the attention of community and neighborhood members has shifted, as well. Public gatherings and spaces have been compromised. Particularly, influencing people to attend and engage on ideas and concepts is a struggle since part of the art of influence is relationships. Gathering policies and new virus versions coming forward continue to constrict and restrict what it means to gather, which means maintenance of relationships (influence) are impacted.

As a result, moving forward a renewed effort of engagement must be done by all including the City of Madison. More intentional **whole person and whole issue engagement must be taken into consideration**. As it may be that you only get “one more chance” to bring people to the table to engage. The city should consider the following:

- Now more than ever the City should invest and take more seriously cross department engagement by staff; and
- leverage projects to be in tandem so that folks will lean in rather than away due to fatigue.
- Further, equity and historical economic inequity is a recognized problem to address and solve. This can only happen if intentional design practices are out into place and coordinated together.





Ultimately, if staff in specific programs can work with the broader department, and across the city on larger projects to impact and address root causes this can be the bridge back to community engagement and participation. Our small engagement sessions reminded us and also gave us the direction/guidance necessary to inform us and these recommendations.

Further, we also learned that as part of Stage 2's cycle, it should have us focus and make a renewed effort to **reach** deeper and further for **voicing**. Hopefully, there will be a "new normal" on city-wide engagement and also with the modal hierarchy tangible. The model being tangible at Stage 2 allows an interactivity that was not possible in Stage 1. We hope that being able to **allow people to play and interact with the tool** will encourage more participation and interest by the community in general; while also specifically, for our racially, ethnically, and culturally diverse stakeholders. Our goal is to gain more successful reach with higher participation, voicing, and presence around engagement as part of Stage 2.

Though the groups were small they had much to say on the issue of streets and design, and the data quite rich. Our survey results were also the most informative from a broader, and more general population. That collection of data helped give relevant **guidance and insight on how we move forward. Following are additional insights for us as a planning team to consider in addition to what has already been shared above.**

- ★ There will be more detailed Stage 2 work to focus on already gathering groups versus sending invites out generally for a response
- ★ It is recommended that community accessible prototypes be created and tested in Stage 2 engagement to be confident in equity and voicing and to also act as a tool to gain interest and participation
  - This includes specific racial/ethnic/culture groups to test for their values and priorities and ensure equity and voicing
- ★ Another, survey or padlet that addresses the findings from the engagement and allows people to confirm and affirm will be valuable to learn from community reactions
- ★ Need to ensure stakeholder sessions use key themes and ideas/comments as part of modal hierarchy presentation and stated in the words of community members to ensure a connection between what is said and what is created (for reflection of listening/learning)



- ★ Priorities, trade offs, and values are vital in Stage 2 and need to be tested and confirmed by focused groups and in the large workshops et
- ★ Equity framing and prototypes design and process needs to be clearly vetted with Dept of Transportation staff. If they don't understand or buy into the usage and design it won't be used appropriately or effectively. This will be counterintuitive to the intention.
- ★ RESJI staff and committee members also need to be brought into the process to ensure that the work being launched in this work is supported and aligns with the direction of where these stakeholders would like to see it go and grow.
- ★ A database of engagement is recommended within the department should be identified or information added to include equity efforts on projects that can be searchable. A part two recommendation, is that once that is developed expanding it to be accessible city-wide. This would be a great next step for cross departmental collaboration and better community and whole neighborhood impact and outcomes.
- ★ Staff learning and understanding the unconscious bias that is steeped in language around “what is deserved and earned” is also vital to the change work. Policies and data are interpreted through a lens of socialized ideas of who and how people earn and deserve resources.
  - Creating space to talk about this and other unconscious and uncomfortable topics on how policy decisions get made and who it impacts is vital.
  - Push staff to work collaboratively to ask and call out those tough questions.  
Specific questions for staff to consider

**Challenge staff to consider and ask the following of themselves:**

- ❖ How am I positioned (relative to privilege and/or oppression) in all aspects of my identities (e.g. race, class, gender, language)?
- ❖ How might these identities impact people and our process?
- ❖ Surface what you don't know→ What is unfamiliar to me here? especially around race, class, privilege etc
- ❖ Challenge your assumptions
- ❖ How are relationships and power differentials affecting the truth of what we say and how we tell the problem?



- ❖ How might I build capacity to recognize oppression at play at the individual, institutional, and structural levels?