

Racial Equity Impact Analysis (REIA)

Hiawatha Campus Expansion

Section 1: Outcome

Subject:

Assess the racial equity impacts of the City Council POGO Committee vote on August 18, 2021 to:

1. Implement Option C-2 to improve the existing Hiawatha Maintenance Facility located at 1901 26th Street East, including construction of the office addition, shop bays and modified parking structure.
2. Suspend all aspects of the City's work to expand the Hiawatha Maintenance Facility at 1860 28th Street East and 2717 Longfellow Avenue South.
3. Provide a report of the one-time versus annual activities and costs of maintaining the City owned properties located at 1860 28th Street East and 2717 Longfellow Avenue South.

Identify the City policy or operational goal areas impacted:

Policy Goals (public safety, housing, economic development, public services, environmental justice, built environment & transportation, public health, arts & culture):

- **Public Services:** The Public Works Department mission is “To be effective stewards of the public infrastructure and provide valued city services such as clean water that contributes to economic vitality and neighborhood livability in Minneapolis.” The actions taken daily to accomplish this mission are the core city services residents, businesses, and visitors rely on every day. Providing safe and reliable drinking water; building and maintaining the sanitary sewer system; building and maintaining the stormwater system; and plowing and maintaining streets are just a few examples of this work. 1,000 Public Works employees show up to a city facility every day, no matter the conditions, to keep these systems running.
- **Environmental Justice:** “the right to a clean, safe, and healthy quality of life for people of all races, incomes, and cultures. Environmental justice emphasizes accountability, democratic practices, remedying the historical impact of environmental racism, just and equitable treatment, and self-determination... The concept of fair treatment includes the equitable distribution of environmental resources and burden. Realizing this environmental justice goal requires the City's intentional action to significantly engage historically disenfranchised communities to protect the health of all Minneapolis residents and guests.”¹

Operational Goals (workforce, spending, data, community engagement):

- **Workforce:** Provide access to living wage jobs with benefits and training to local residents at all skill levels

¹ Minneapolis 2040 <https://minneapolis2040.com/policies/environmental-justice-and-green-zones/>

What is the desired outcome for this ordinance, amendment, or policy?

Desired outcome of the City Council decision on August 18th was to stop the development of the Hiawatha Maintenance Facility expansion onto the Roof Depot site in an environmental justice community (Southside Green Zone) and proceed with the construction of the office addition, shop bays and modified parking structure at 1901 26th Street East.

Section 2: Data

What specific communities (geographies) will be impacted? What are the racial demographics of those areas?

Summary:

The project site is in the East Phillips neighborhood of Minneapolis. This neighborhood has the largest urban American Indian population as well as many immigrants from Latin America and Africa. The neighborhood is a majority BIPOC community and has approximately twice the percentage of people of color as the City of Minneapolis overall. Unemployment rates are slightly higher than Minneapolis overall, while median income is less than 2/3 of the city's median income.

Residents in the zip codes around East Phillips have two to four times the rates of asthma emergency department visits and hospitalizations as the Twin Cities metro area. The Minnesota Pollution Control Agency considers the East Phillips neighborhood as an area of concern for environmental justice, and the City of Minneapolis designated it a Green Zone in 2017. The neighborhood is in the highest 10% of particulate matter (PM2.5) levels of the entire state, with over 50% of PM2.5 contributed by traffic. An MPCA study on PAHs found that estimated lifetime risks from inhalation of air toxics was estimated to be 8 to 9 additional cases of cancer in a population of one hundred thousand based on data from the nearest air monitor (Andersen School).² The MPCA PAH study also found high exposures over short time periods were significantly elevated at Andersen School. PAHs are one of the top four air pollutants in East Phillips.

Racial demographics

	East Phillips ³	Minneapolis ⁴
Race	71.2% residents of color – 26.4% Black or African American; 9.8% Native / Indigenous;	36.4% residents of color – 18.9% Black or African American; 1.1% Native / Indigenous;
Ethnicity	38.2% Hispanic / Latino (of any race)	9.6% Hispanic or Latino (any race)
Foreign-born	30% of residents are foreign-born	15.6% of residents are foreign-born

² <https://www.pca.state.mn.us/air/air-monitoring-polycyclic-aromatic-hydrocarbons-pahs>

³ source: <https://www.mncompass.org/profiles/city/minneapolis/east-phillips>

⁴ source: <https://www.mncompass.org/profiles/city/minneapolis>

Language	27% of residents speak English less than “very well”	9.3% of residents speak English less than “very well”
Unemployment	6.5% unemployed	5.0% unemployed
Median income	\$39,271	\$62,583

Asthma levels:

Emergency Department visits: per 10,000⁵

Metro area: 63.1 (0-17)

	0-17	18+	All ages
55404 (South)	307.6	130.1	176.5
55407 (South)	165.2	58.4	86
Minnesota	119.4	40.2	36.2
7-County Metro			40.9

Hospitalizations: per 10,000⁶

	0-17	18+	All ages
55404 (South)	20.2	17.4	14.6
55407 (South)	11.9	8.4	7.5
7-County Metro	11.6	5.3	5.1

Air Pollution:

MPCA Air Pollution score⁷

	Air pollution score	PM2.5 ranking	Top 4 air pollutants	Pollutants above health benchmark	Contributing emission sources	This is an area of concern for environmental justice
Census Tract 1259, Block Group 2	3.10*	highest 10% of PM2.5 levels	PAHs; Benzene; 1,3-Butadiene; and Formaldehyde	PAHs	56% - Traffic 18% - Permitted facilities 5% - consumer products	Yes
Census Tract 1259, Block Group 3	2.70*	highest 10% of PM2.5 levels	PAHs; Benzene; 1,3-Butadiene; and	none	54%- Traffic 19% Permitted facilities	Yes

⁵ https://data.web.health.state.mn.us/asthma_staticmaps

⁶ https://data.web.health.state.mn.us/asthma_staticmaps#2

⁷ <https://mPCA.maps.arcgis.com/apps/MapSeries/index.html?appid=f5bf57c8dac24404b7f8ef1717f57d00>

			Formaldehyde		5% Consumer products	
Census Tract 1259, Block Group 1	2.50*	highest 10% of PM2.5 levels	PAHs; Benzene; 1,3-Butadiene; and PM2.5 Diesel	none	51% traffic 20% Permitted facilities 5% Consumer products	Yes

* highest 10% of air scores

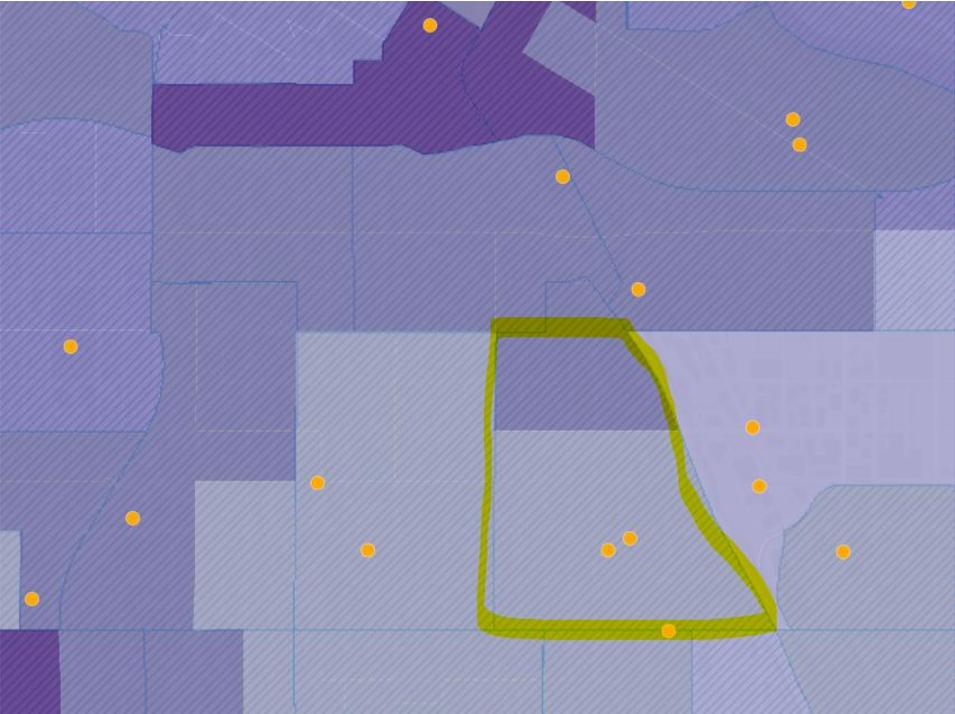


Image: Census Tract 1259, Block Groups 1-3

What does available data tell you about how constituents from BIPOC communities currently relate to the desired outcome compared to white constituents?

Summary: The data indicates that the residents living in the neighborhoods around the project site, which has a majority of BIPOC residents, experience much higher levels of cumulative pollution than residents from majority white city neighborhoods and the average metro area resident leading to higher levels of asthma and hospitalization for children and adults living in the surrounding neighborhoods.

The Minneapolis 2040 comprehensive plan and Green Zones goals and work plans call for the mitigation of disproportionate environmental impacts on communities of color. Not only to not increase harm, but to actively decrease harm. And to do so in collaboration with impacted community members. These plans were generated with direction and input from residents across Minneapolis, including many in East Phillips.

Data sources:

1. [Hiawatha EAW](#)
2. Traffic Study (Attachment H in EAW)– change in traffic flow patterns
3. Past environmental studies on site: existing contamination
4. Phillips Health Impact Assessment
5. Letters from residents, CEAC and Green Zones on Hiawatha Campus Expansion
6. Signatures received on past letters of support for East Phillips Indoor Urban Farm
7. Notes from past community meetings

What data is unavailable or missing? How can you obtain additional data?

Data based on race:

- Latest Census data: Education on how to navigate the census data.
- Localized Air Quality: Monitors should be located more densely throughout the community
- MPCA data access: Actual air emissions from local and regional sources
- We do not know where a new Water Maintenance Facility will go and what the impacts of that will be. Will this require more transportation? What are environmental impacts, regionally and directly for nearby residents?

Section 3: Community Engagement

Which participation strategies were used when engaging those who would be most impacted? (inform, consult, involve, collaborate, empower)

- Inform
- Consult

Describe the engagement and what have you learned?

Engagement & Learnings:⁸ The City of Minneapolis hosted community presentations between 2016-2018 as well as two advisory committees: The Site Guidelines Advisory Committee (GAC) in 2017 and the Hiawatha Advisory Committee (HAC) in 2019.

Several themes emerged from input provided by residents, including:

- Desire to have agency in the planning and decision-making for the site, rather than feeling like something was being done to them.
- Preference for the City's engagement with the community to have started much sooner.
- Concerns about increasing traffic and traffic-related pollution in a community that already has some of the most dangerous intersections⁹ and some of the worst air pollution in Minneapolis, as noted above.
- Vision for deindustrialization of the neighborhood.

⁸ Source: <https://www2.minneapolismn.gov/government/projects/public-works/hiawatha-campus-expansion/hiawatha-campus-history/>

⁹ <https://www.minneapolismn.gov/government/programs-initiatives/visionzero/vz-data-stats/>

- Opportunities for youth recreation / activation and job training, employment, and entrepreneurship for BIPOC residents.
- Interest in solar / sustainable energy to reduce residents' energy burden and career pathways.
- Creating a community destination with connections to history, culture, and connectivity to the greenway and LRT.
- Access to healthy food, gardens, and cultivation.

East Phillips and Minneapolis residents have been writing to the City asking for a project with more community benefits aligned with their desires outlined above. Nearly 200 residents signed a petition requesting the City to complete an Environmental Assessment Worksheet on the Hiawatha Campus Expansion. City Council and staff received 540 emails asking to halt the Hiawatha Maintenance Facility in a six-week period in July and August 2021.

Community engagement informed the master planning concepts, including:

- Voluntary EAW engaged a broader community and brought transparency and definition to the site, its environmental conditions, and possible mitigation where needed.
- Green space, buffer space and public art.
- Reduced square footage programmed for the proposed parking structure.
- Training center would complement current pathway programs and allow us to build on the programs that we have today. The training center carries with it the potential for a direct, positive, lasting impact for the neighborhood.
- Incorporation of green principles like LEED gold standard as a basis of design and solar energy.

Section 4: Analysis

How does the outcome for this ordinance, amendment or policy help the city achieve racial equity?

Racial equity impacts of the City Council decision are described in three areas: the project elements that are moving forward (office expansion, parking ramp and service bays); suspending the Water Maintenance facility and employment training building; and fiscal impacts.

Key:

(+) = positive impact

(-) = negative impact

(?) = unknown impact

1. Development on site (buildings A, B and C) - impacts on the neighborhood
 - (+) Office expansion = new office building adjacent to existing office building. This will house Surface Water & Sewers engineers (currently located in temporary space) – Increase of 30 employees.
 - (?) New parking ramp Given the revised scope of the project, the design of this structure will be revisited.
 - (-) Service bays – routine vehicle maintenance like minor services stations (tire rotations, fluid changes, etc.)
 - (?) Impacts of office addition, shop bays, modified parking structure: Additional traffic to and from site.

Table 1-2: Employee Commute Mode Split Goals

Employee Trip Type	Employee Commuting for the Current Site	Initial Employee Commuting Goal for the Proposed Site	Citywide 2030 Mode Split Goal for All Trips
Walk	<1%	2%	25%
Bike	1-2%	5%	10%
Transit	<1%	11%	25%
Remote Working, Flex Days, Park & Ride, Pool, and Other	10%	15%	20%
Auto (SOV)	88%	66%	20%
Total	100%	100%	100%

Source: TDMP, 2020 – Page 2

- Other Notes:
 - Hours: 7am-5pm weekdays
 - PW / Property Services may need to do more mini-master planning

- 2. Suspend all aspects of the City's work to expand the Hiawatha Maintenance Facility
 - (-) Delays new water treatment facility
 - Not ADA accessible, poor conditions for employees
 - Delays new fire station 11 (which will go on existing water maintenance facility site)
 - (-) No employment training center
 - 293 public works employees will be retirement eligible over the next ten years. The outreach and training facility would provide the opportunity for the city to recruit Minneapolis residents for careers in public works. It also provides the opportunity to bring trades training to the area. This training is crucial for building the pipeline for careers in building in construction trades. The city relies on these skills both within its workforce, but also through construction contractors.
 - (-) No contamination clean-up (removal of arsenic from the soil / groundwater)
 - (-) Loss of opportunity to incorporate stormwater filtration improvements on the southern end of the site. Currently, most of the stormwater runoff goes untreated - ([DRAFT FINDINGS OF FACT AND RECORD OF DECISION, Page 5](#))
 - (+) No added traffic emissions of employee vehicles and water maintenance vehicles (diesel trucks) which are sources of PM, PAHs and NOx (cumulative levels and effects study would be helpful to know full impact) The City of Minneapolis has an adopted [Green Fleet Policy](#) which will mitigate vehicle emissions over time. All sedans are currently being replaced with electric vehicles and medium/heavy duty vehicles and off-road equipment will use alternative fuels when available.
 - (+) EAW-stationary emissions: The proposed expansion of the facility operations would increase the air emissions from the addition of a natural gas boiler, additional fuel tank venting, and a small indoor abrasive blasting operation. The addition will generate additional air emissions and add to the facility's PM, PM10, PM2.5, SO2, NOx, VOC, CO, CO2e, and HAP total emissions. No cumulative levels and effects study were completed. A cumulative effects study would be required if a new project proposal was approved.

- (+) The EAW included a Traffic Study completed for the City in 2020. The Traffic Study showed that building the expansion would generate:
 - 365 total trips during the weekday AM peak hour and 68 total trips during the weekday PM peak hour (new and existing).
 - +250 “new” employees (total = 529) @ 88% SOV (commute) - goal 66%
 - 353 fleet parking spaces (doesn’t say total number of fleet vehicles, the increase in fleet vehicles due to expansion, nor number of trips per day from fleet versus commute)
 - No quantitative emissions analysis in EAW
 - Other future uses at this site, including an urban farm, housing, industrial use, etc., would also require increased vehicle traffic. Since we don’t know the future alternative use, we can’t do a comparison here.
 - (+) Impact of retaining Roof Depot structure: If building is reusable or salvageable for remodel, could save carbon emissions from construction - positive for environmental; saves air pollution during demolition / construction (doesn’t disturb soils but also doesn’t remediate polluted soil conditions). It is not clear whether the structure would or could be aged/repurposed. A recent study on the carbon emissions of homes demolished vs. reconstructed show that emissions are more than three times as high for new construction as compared to renovation.¹⁰
 - (+) Sense of accountability and agency for the community from City leadership listening to their concerns.
 - How far in the future do we look? (addition of more poor air quality days b/c of climate change)
 - Spike in PM in 2020 during COVID-19 (when other communities saw a decrease in PM)
 - Limited monitoring
 - (?) As part of a new site selection process steps would include looking at appropriately zoned sites I1 Light Industrial, or I2 Medium Industrial Districts that would support these public utility uses. If this is indeed the only permitted zoning districts, this will just follow a path of pushing these uses to other industrial areas, which are currently located in North (UHT, Bassett Creek Valley), northeast/southeast (SEMI, Central/Marshall) and Hiawatha, and have similar demographics due to historic redlining patterns and zoning.
3. Fiscal impact
- (-) Replenishing the water fund (\$12.9M) – The only place they can really take funding from to repay the water fund is the general fund and therefore property taxpayers. We know from our budget outlook that the most impacted neighborhoods of any property tax increase will be in wards 4 and 5 followed shortly by 9.
 - (-) Opportunity cost of spending \$12.9 M to acquire a site with a fair market value much less than this amount (\$7 - \$8 M) compared with other expenditures the City could make to reduce racial disparities.

Section 5: Evaluation

How will impacts be measured? What are the success indicators and process benchmarks?

- Improved localized air quality
- Increased use of transit

¹⁰ [The Carbon Footprint of renovations vs New Construction: New Tricks with Old Bricks, October 18, 2018](#)

- Reduction of Single Occupancy vehicle trips to the site
- Increased local workforce at the site
- Increased community perception of agency or satisfaction with the City
- Reduction of greenhouse gas emissions generated onsite
- Rating of annual water quality reports

How will those who are impacted be informed of progress over time?

This will be informed by the Council and Mayor's staff and policy directions.

Annual PW Water Quality Reports -

<https://www2.minneapolismn.gov/government/departments/public-works/water-treatment-distribution/water-quality-reports/>

Greenhouse Gas Emissions for Municipal Operations -

<https://www2.minneapolismn.gov/government/programs-initiatives/climate/climate-action-goals/greenhouse-gas-emissions-tracking/>