

JANUARY 20, 2022



# Policy Guide for Richmond Connects

OFFICE OF EQUITABLE  
TRANSIT & MOBILITY



*Photos used with permission courtesy of [visitrichmond.va](http://visitrichmond.va)*



**WHO WE ARE**

# **OFFICE OF EQUITABLE TRANSIT & MOBILITY (OETM)**



**CREATED IN  
SEPTEMBER 2020**



**ORGANIZED UNDER  
DPW**



Spring 2021

## Path to Equity

### POLICY GUIDE



Policy Guide  
for Richmond  
Connects



Spring 2022

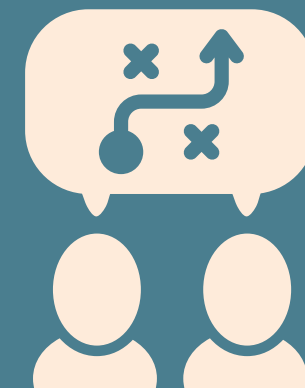
## Richmond Connects

### RC EQUITABLE MOBILITY & ACCESSIBILITY ACTION PLAN



Winter 2023

### RC SCENARIO PLAN







# GETTING HERE

## MARCH - JUNE

Scoping  
Outreach Guide  
Kick-Off Steering-  
Committee

## JULY-AUGUST

Survey & Engagement

## SEPTEMBER

Advisory Committee  
Survey Analysis

## OCTOBER - NOW

Equity Factor Review  
Guiding Principle Review  
Plan Drafting  
Advertisement for Public  
Review



# Stakeholder



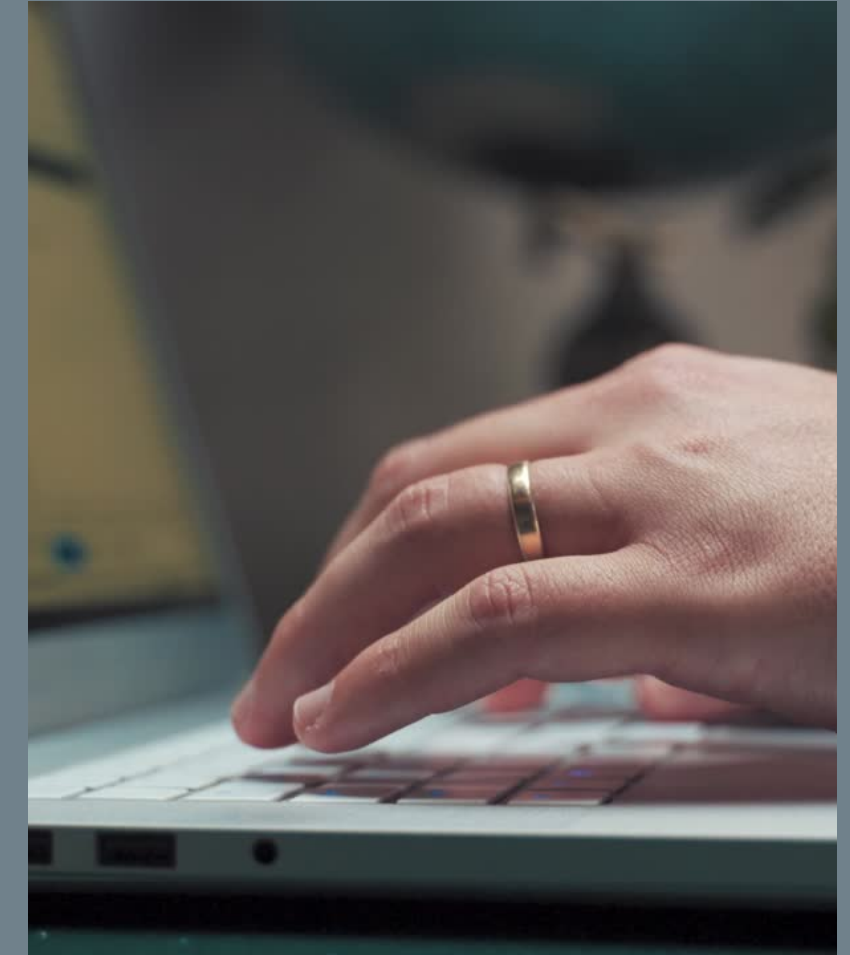
## STEERING COMMITTEE

March, April, August,  
September as part of  
Advisory Committee



## ADVISORY COMMITTEE

September hybrid meeting

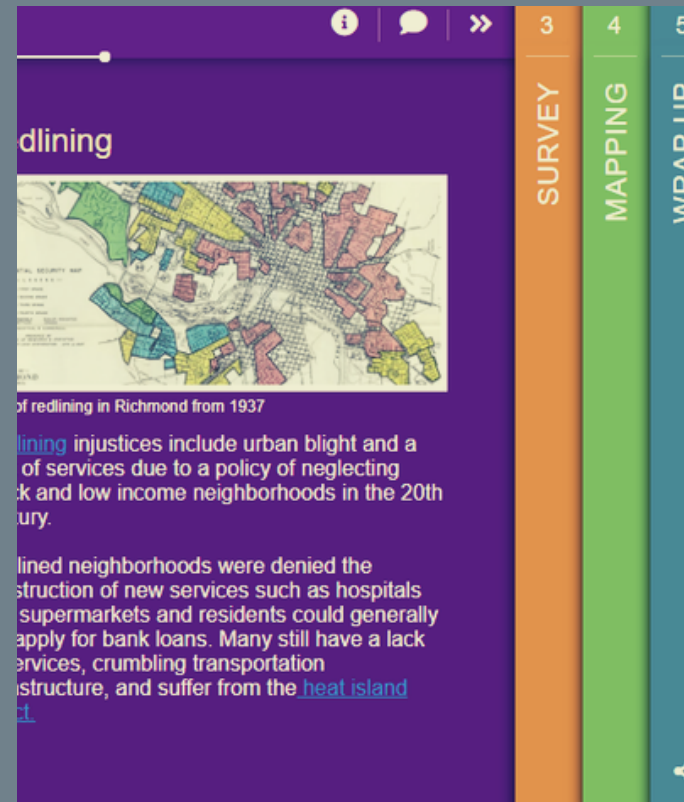


## EMAIL & DOCUMENT REVIEW

Review of Equity Factors,  
Guiding Principles, draft  
plan content



# Public



## PUBLIC SURVEY

Injustices & Barriers  
General Comments



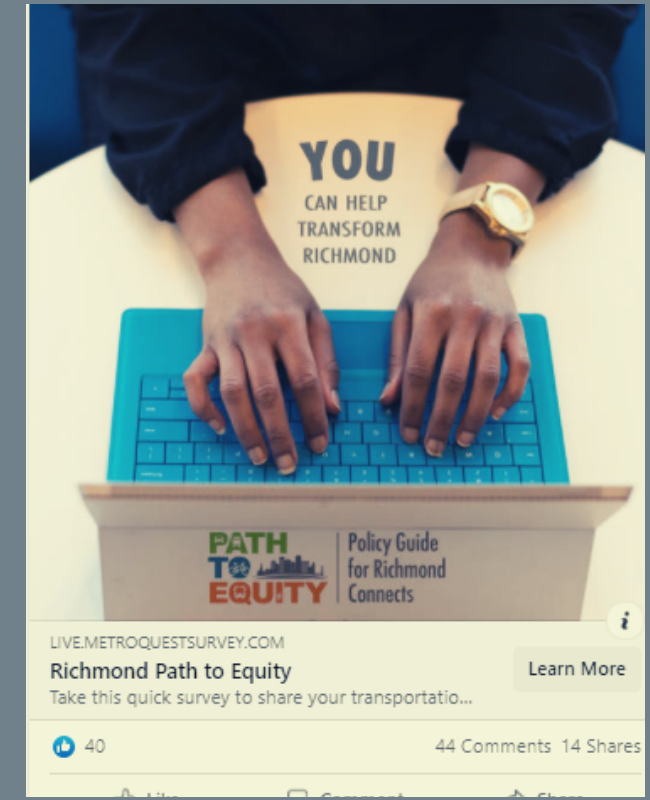
## TACOS FOR TRANSPORTATION & EVENTS

Community based events



## BUS STOPS & LIBRARIES

Intercept survey design



## SOCIAL MEDIA

Largest generator of  
traffic

# Summer 2021



# Media



## COMMUNITY CONVERSATIONS

Two Clovia Interviews



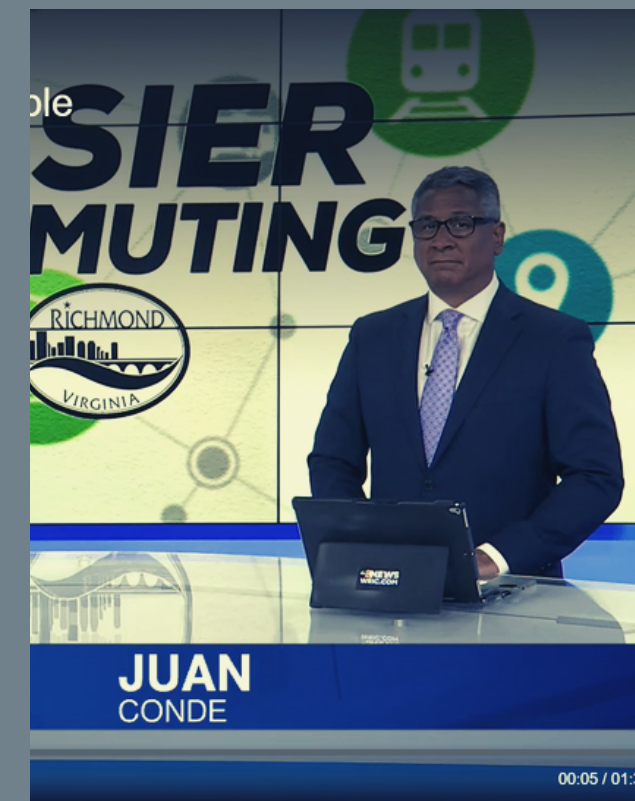
## PRESS RELEASE

Process Kick-Off



## NEWS

VPN News



## NEWS

WRIC News



# SURVEY STATS



1,904

SURVEY RESPONSES

6 IN PERSON  
2 ONLINE

EVENTS



# WHAT WE HEARD

## TOP INJUSTICES

1. NEIGHBORHOOD DISSECTION
2. REDLINING
3. SUBURBANIZATION OF POVERTY
4. URBAN RENEWAL
5. TRANSPORTATION PLANNING





# WHAT WE HEARD

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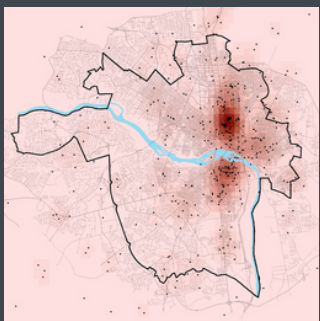
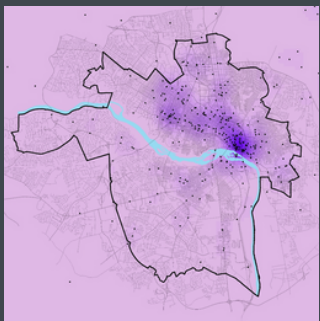
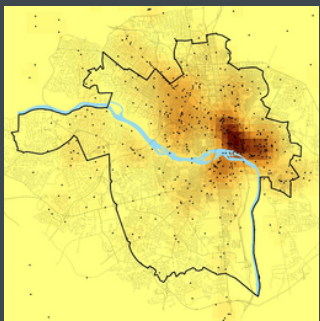
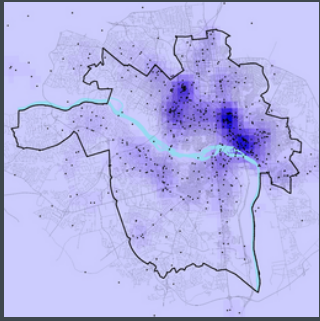


# WHAT WE HEARD

## BARRIERS TO ACCESS - HOTSPOTS & TRENDS

Trends in barriers included:

- Pedestrian: missing sidewalks, high traffic speeds, and a lack of pedestrian consideration during construction
- Bicycle: absent bicycle lanes and erratic drivers
- Transit: low frequency, circuitous routes, and lack of service to certain areas or at certain times
- Automobile: lack of parking, congestion, and poor road condition
- Access to Services: Grocery stores and entertainment are the services participant listed the most as lacking





# DOCUMENT OVERVIEW



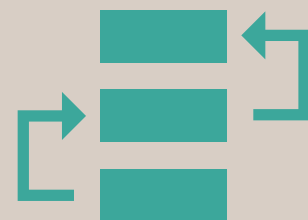
Intro and Purpose  
What is equity  
How we got here



Where we are now



How we envision the future – Equity  
Factors, Guiding Principles, Richmond  
300 Policy, RVAgreen2050 Policy



How we shaped this plan  
What others have done





## DEFINING EQUITY

### The Richmond Equity Agenda

In June 2021, Richmond City Council adopted a road map to a more inclusive and thriving city: The Richmond Equity Agenda. This document establishes ten guiding principles for achieving equity and defines equity in the City of Richmond as:

*“The empowerment of communities that have experienced past injustices by removing barriers to access and opportunity.”*

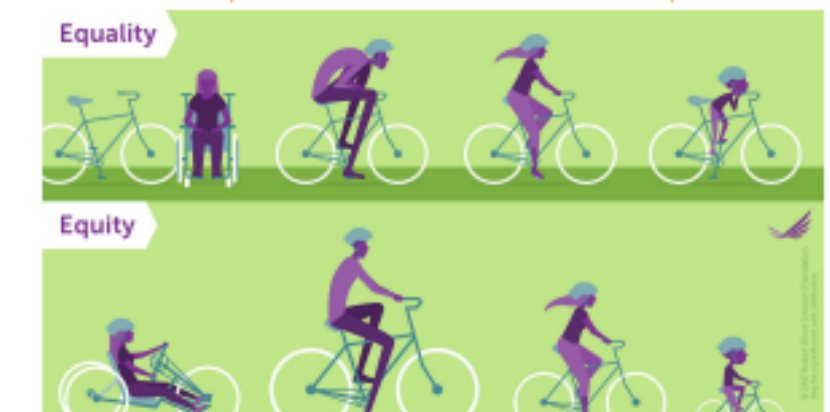
The Richmond Equity Agenda has ten Guiding Principles to improve equity over the next ten years. Those ten principles are:

- Addressing and preventing health disparities
- Housing as a vaccine for poverty
- Ensuring equitable transit and mobility for residents
- Building community wealth to combat economic inequity

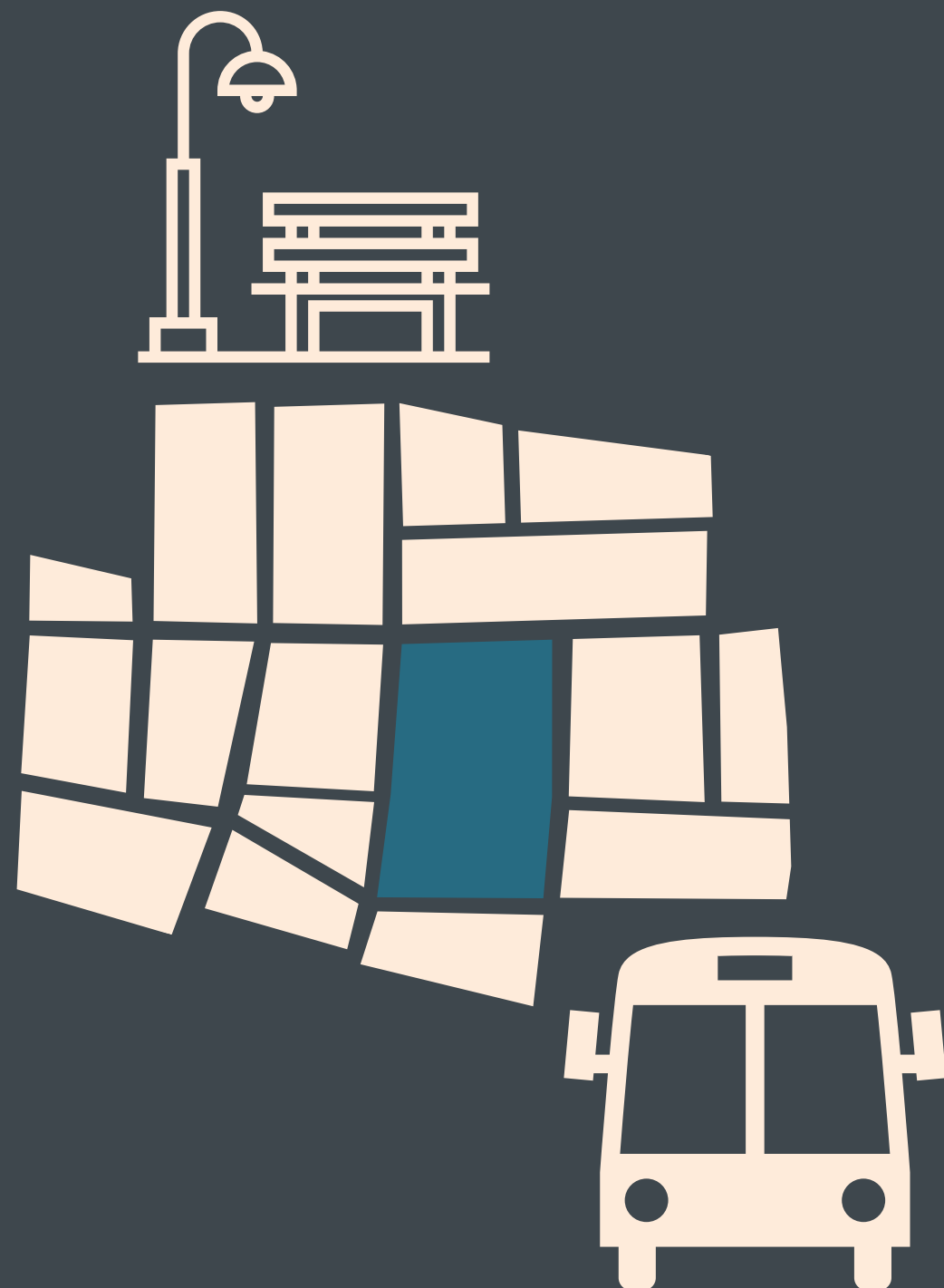
### Equity Over Equality

To illustrate equity, people often compare it to equality, illustrated in Figure 2 below. If pursuing a state of equality, every person – no matter what their individual needs are – receives a bicycle. When pursuing equity, every person is given a bicycle that fits their specific needs.

Figure 2. Equality vs Equity (from the Robert Wood Johnson Foundation). This graphic depicts how providing different levels of aid based on a person's needs will result in a more equal outcome.







## PATH TO EQUITY

# 3

## RICHMOND'S TRANSPORTATION LAND USE INJUSTICES

### History of Racial and Socioeconomic Transportation and Land Use Injustices in Richmond

Much of Richmond's inequities can be traced to transportation and land use decisions in the past 100 years. These injustices, detailed in the following pages, were often encouraged by the federal government through funding programs. While much of the policy discussed in this section is rooted in the more recent past, Richmond's complex history includes many atrocities we must also acknowledge as part of the foundation upon which these more recent injustices lie. We must acknowledge the unjust displacement and forced assimilation of indigenous communities including

### Timeline of Transportation Injustices (Not In Chronological Order)

**1934**  
Congress passes the National Housing Act, which makes mortgages more affordable and to reduce the risk of default, largely denied assistance to BIPOC Americans.

**1935**  
The Home Owners' Loan Corporation (HOLC) begins mapping cities based on mortgage risk. This process today is known as "redlining" and most of its low-income neighborhoods and most of its low-income neighborhoods were labeled as "red" or "black" on HOLC's 1937 risk assessment map.

**1937**  
Congress passes the National Housing Act of 1937 to enable cities to create housing authorities to improve conditions for the urban poor. This act established funding for cities to acquire private homes, demolish them, and rebuild public housing. This resulted in the massive demolition of BIPOC and low-income communities as part of a process today known as "urban renewal." Through this act, Richmond demolished Blackwood



### NEIGHBORHOOD PROFILE: JACKSON WARD

Jackson Ward was once referred to as the "Harlem of the South." The neighborhood has been subjected to several large-scale, destructive government practices that have split the neighborhood into two pieces. Apostle Town was a subarea of Jackson Ward and was targeted for demolition when the City secured federal funding to build public housing. This public housing development would be called Gilpin Court. In the 1950s, the City began demolishing through the center of the neighborhood to construct what would become I-95/64, leaving it irreparably separated. The northern portion of Jackson Ward is today referred to as Gilpin.



Several blocks of Jackson Ward were demolished for the construction of I-95. The northern portion of the divided neighborhood is today known as Gilpin and is one of the poorest neighborhoods in the city.





## EXISTING PLANS AND PLANNING PRACTICES

### The State of Transportation Planning

The Path to Equity plan will serve as the basis of Richmond Connects – the City’s multimodal transportation plan. Path to Equity and Richmond Connects will operate within the framework of existing plans and planning processes. This section will outline the local, regional, state, and federal contexts that will guide the development of these transportation plans. Some existing plans and practices are helpful for implementing an equitable transportation framework, but some may slow or even hinder progress on equitable transportation as explained in the Injustices of Transportation Planning and Transportation Funding.

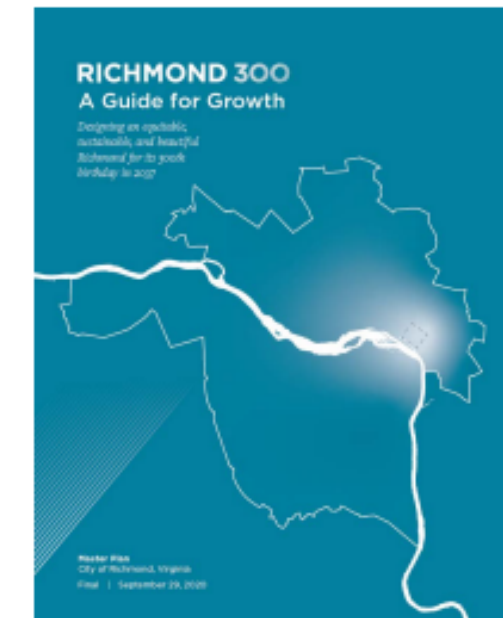
### Local Context

#### RICHMOND 300

COR’s current master plan is titled: Richmond 300: A Guide for Growth. City Council adopted the plan on December 14, 2020. The plan is guided by a city-wide vision that states:

*“In 2037, Richmond is a welcoming, inclusive, diverse,*

Figure 16. Richmond Connects will continue the work of Richmond 300 and RVAgreen 2050 through its transportation recommendations.







## PUBLIC OUTREACH AND BEST PRACTICES

### Best Practices in Equitable Outreach

Equitable outreach requires a more intensive approach than meeting legally-required participation minimums. An equitable outreach program will meet people where they are and engage groups continuously through the planning process. Best practices that COR can employ for equitable outreach include:

- Forging relationships through open discussion and informal interactions
- Attending community events and meetings
- Partnering with community leaders
- Tailoring information when delivered to specific communities

*to help reach Immigrants, Black, and low-income residents — planners succeeded in helping to elevate voices that had gone unheard for decades. The unanimously adopted master plan begins to right the planning wrongs of the past while establishing a strong foundation of good planning for years to come.*

Developing a network of community partners is essential and can only be successful if COR builds trust within communities. These networks could help COR reach disenfranchised community members that are not present in the spaces where the government traditionally reaches. Community partners can benefit the City by being on-the-ground ambassadors within their own communities. These ambassadors should always be compensated for the time



## 6

## DEVELOPING EQUITABLE MOBILITY

## Richmond 300 Vision, Goals, and Objectives

Path to Equity is built on the City's master plan, Richmond 300. By following the vision, goals, and objectives set out in

Richmond 300, Path to Equity will fulfill the transportation-oriented elements of Richmond 300. Path to Equity will fulfill those relevant to transportation. [A full list of goals and objectives](#) that Path to Equity

Table 4. Investment Needs Categories with Richmond 300 Goals and Objectives

RICHMOND 300 A GUIDE FOR GROWTH		Bicycling/Pedestrian	Transit	Freight	Land Use	Safety	Connectivity Needs	Maintenance Needs	Economic Development	Technology	Sustainability
Richmond 300 Goal	Richmond 300 Objective										
R300 Goal 1 Complete Neighborhoods: Establish a city of complete neighborhoods that have access to Nodes connected by major corridors in a gridded street network.	Objective 1.3 Support the growth of jobs and housing in Nodes by using placemaking, clustering community-serving facilities at Nodes, and prioritizing infrastructure projects that encourage multi-modal accessibility to and from Nodes.	*	*	*	*		*				
	Objective 1.4 Maintain and improve primarily residential areas by increasing their linkages to Nodes, corridors, parks, and open space, and maintaining high-quality design standards				*		*				
R300 Goal 4 Urban Design: Establish a distinctive city comprising architecturally significant buildings connected by a network of walkable urban streets and open spaces to support an engaging built environment.	Objective 4.4 Increase Richmond's walkability along all streets.	*			*	*					
R300 Goal 6 Land Use & Transportation: Align future land use and transportation planning to support a sustainable and resilient city.	Objective 6.1 Increase the number of residents and jobs at Nodes and along enhanced transit corridors in a land development pattern that prioritizes multi-modal transportation options	*	*		*		*				*
R300 Goal 7 Vision Zero: Systemically change the built environment to shift our safety culture and ensure that individuals are not killed or seriously injured on city streets.	Objective 7.1 Reduce all traffic-related deaths and serious injuries to zero by implementing the Vision Zero Action Plan.										*

fulfill the transportation-oriented elements of Richmond 300 that Path to Equity

City of Richmond RVAgreen 2050		Bicycling/Pedestrian	Transit	Freight	Buildings & Energy Pathway: Accelerate the equitable transition to healthy, resilient, climate neutral buildings and energy sources	Transportation & Mobility Pathway: Accelerate the transition for all to clean and equitable mobility systems
RVAgreen 2050 Goal	RVAgreen 2050 Objective					
Buildings & Energy Pathway: Accelerate the equitable transition to healthy, resilient, climate neutral buildings and energy sources	Objective 1: Achieve climate neutrality and increase resilience in government buildings, infrastructure, and operations.	*	*	*		
	Objective 2: Maximize energy efficiency, performance and resilience in all existing buildings.					
	Objective 3: Ensure all Richmonders have equitable access to affordable and renewable clean energy.					
	Objective 4: Achieve climate neutrality and maximize resilience in all new buildings.					
Transportation & Mobility Pathway: Accelerate the transition for all to clean and equitable mobility systems	Objective 1: Achieve climate neutrality in municipal fleet operations and increase resilience and stewardship of transportation infrastructure.		*	*		
	Objective 2: Create vibrant neighborhoods where all residents can easily ride transit, walk, or bike to meet daily needs in alignment with Richmond Connects.	*	*			
	Objective 3: Transition the community rapidly and equitably to clean-fuel vehicles and transit.		*	*		



**EQUITY FACTOR 1:**  
Transportation investments will improve access to housing, jobs, services, and education to address the isolation of low-income inner ring suburbs where families are pushed.



**EQUITY FACTOR 2:**  
Transportation investments will address gaps in the multimodal network and will utilize new planning tools to improve safety and accessibility deficiencies stemming from traditional car-centric planning.



**EQUITY FACTOR 3:**  
Transportation investments will equitably increase the safety and comfort of cyclists and pedestrians, connecting communities of concern to opportunities.



**EQUITY FACTOR 4:**  
Transportation investments will improve reliability of transit and other non-car services to increase access and remove barriers to opportunities for communities of concern.



**EQUITY FACTOR 5:**  
Transportation investments will prioritize the needs of socially vulnerable users and address climate equity (heat island effect, air-quality, water-quality) as identified in RVA Green 2050.



**EQUITY FACTOR 6:**  
Transportation improvements will focus on improving climate resiliency for the most impacted communities.



**EQUITY FACTOR 7:**  
Transportation investments will improve access to housing, jobs, services, and education to address the isolation of low-income inner ring suburbs where families are pushed.



**EQUITY FACTOR 8:**  
Transportation investments will address gaps in the multimodal network and will utilize new planning tools to improve safety and accessibility deficiencies stemming from traditional car-centric planning.



**EQUITY FACTOR 9:**  
Transportation investments will equitably increase the safety and comfort of cyclists and pedestrians, connecting communities of concern to opportunities.



**EQUITY FACTOR 10:**  
Transportation investments will improve reliability of transit and other non-car services to increase access and remove barriers to opportunities for communities of concern.

**EQUITY FACTOR 10:**  
Transportation improvements will focus on improving climate resiliency for the most impacted communities.

## WALK THE WALK, NOT JUST TALK THE TALK

Ensure the implementation and enforcement of any policy, program, or regulation does not disproportionately impact or burden, or displace, low-income communities and communities of color, and lifts up everyone.

## PUT YOUR MONEY WHERE YOUR MOUTH IS

Ensure tax-payer money spent on transportation projects, in city procurements, and for employee labor are weighted towards reducing income disparities and addressing the growing wealth-gap in low-income communities and communities of color/BIPOC.

## LISTEN MORE THAN YOU TALK

Ensure outreach is equitable, community based, accessible to all, begins early in the process, and that communities are given decision-making power.





## EQUITY PLANNING RESEARCH

### Equity Outreach Research

Equitable outreach in transportation is a growing field. The Path to Equity Team examined several transportation outreach programs across the country to improve its own outreach process and plan for future processes related to Richmond Connects. The following are relevant transportation equity outreach programs.

#### TARGETED UNIVERSALISM IN KING COUNTY, WASHINGTON

King County, a jurisdiction containing Seattle and over two million residents, adopted major updates to its County Strategic Plan in 2015 that incorporated targeted universalism. This concept, in their words, seeks to “provide equitable opportunities for all individuals to realize their full potential.” This framework led to the creation of a six-year Equity and Social Justice (SJ) Strategic Plan to promote equity within the government and in King County communities. Notes on this process:

#### RICE UNIVERSITY’S KINDER INSTITUTE FOR URBAN RESEARCH TRANSIT EQUITY

The Kinder Institute for Urban Research is a multidisciplinary think-and-do tank housed at Rice University in central Houston, focusing on urban issues in Houston, the American Sun Belt and around the world. Through informed research, data and policy analysis, the Kinder Institute hopes to engage civic and political leaders to implement solutions to critical urban issues, including education, governance, housing, mobility and transportation, resilience, and demographics. Notes on their findings:

- Racism has shaped public transit, and it is riddled with inequities.
- From funding, planning, and infrastructure, to design and policing, many transit agencies essentially have built two systems with different standards for “choice” and “dependent” riders
- There are rail lines that are designed for “transit-dependent” riders, and there are bus routes designed for “choice” riders. This is about intent, not technology.

REVIEW PERIOD

**RVA.GOV/PATH2EQUITY**



January 6 - 31st

Embedded Document Review Portal



# Review the full Path to Equity: Policy Guide for Richmond Connects below.

Please let OETM know your thoughts, suggestions, and feedback for this draft document.

This will remain open January 6th until January 31st, 2022.



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Type to search

Comment

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Click anywhere in the document to add a comment. Select a  bubble to view comments.



**PATH  
TO  
EQUITY**  
*A Policy Guide for Richmond Connects*



Zoom In



Short on time? Review the Equity Factors & Guiding Principles here

## Short on time? Review new policy statements from the Policy Guide here

### Equity Factors

Below is a new set of policy statements called Equity Factors, which are designed to hone in on resolving targeted inequities in transportation. These statements will be used in addition to the Vision, Goals and Objectives from the Richmond 300: A Guide for Growth master plan. These were crafted using survey data from Richmond residents, research on history and status of inequity in transportation today, and in consultation with an advisory committee and steering committee. These statements are designed to bring clarity to what Richmond sees as the path to equity in transportation. They articulate what future transportation investments will do. If these equity factors are upheld when making funding decisions, transportation will move the needle to a more equitable future for all Richmonders. Please review the draft equity factors and let us know what you think! Do these, along with the master plan objectives, capture the desired outcomes related to equitable transportation? Do they need tweaks or adjustments? General comments or ideas?

Click anywhere in the document to add a comment. Select a bubble to view comments.

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P1



Policy Guide  
for Richmond  
Connects

## EQUITY FACTORS

Below is a new set of policy statements called Equity Factors, which are designed to hone in on resolving targeted inequities. These statements will be used in addition to the Vision, Goals and Objectives



## Guiding Principles:

After an analysis of the survey results and a continued investigation into best practices in equity planning, it has become necessary to include additional language laying out principles for how to achieve the equity factors and Richmond 300 objectives. While the policy guide clearly states the desired equity outcomes through the equity factors and Richmond 300 objectives, guidance on implementation is needed to capture the full scope of actions necessary for achieving equity in transportation.

These Guiding Principles are intended to ensure that outreach, implementation and enforcement, and spending – the process of how to get to the stated outcomes – are equity focused as well. The Guiding Principles for achieving transportation equity in the City of Richmond are below for your review and comment:

  Page 1 of 1   Type to search  Comment 

Click anywhere in the document to add a comment. Select a  bubble to view comments. 

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P1



Policy Guide  
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Connects

GUIDING PRINCIPLES

**PUBLIC  
REVIEW**



**FINALIZE  
PDF**



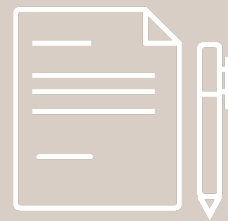
**CONVERT  
TO  
WEBPAGE**







# Next Steps



## JANUARY

Public Review Period  
Kick-off Webinar  
Mayor Press Release  
Facebook Live  
LUHT Committee Briefing  
Internal RC Scoping Review



## FEB/MAR

Finalize Path to Equity  
Document  
Present to LUHT  
committee  
Start Richmond Connects

## APRIL-JUNE

First Round Richmond  
Connects Outreach  
  
Richmond Connects  
Metric Development

# CONTACT US

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THANK YOU

