

Racial Equity Impact Analysis (REIA) Option B

Hiawatha Campus / Roof Depot Site

Section 1: Outcome

Subject:

Assess the Racial Equity Impacts of the September 24, 2021 City Council Meeting:

1. Directing staff from Finance & Property Services, Public Works, Community Planning & Economic Development, and the Office of Sustainability – in alignment with the City’s Southside Green Zone policy, the City’s resolution declaring racism a public health emergency, and the City’s resolution establishing a truth and reconciliation process – to implement Option B as presented at the Committee of the Whole meeting on August 5, 2021, by continuing with the Hiawatha Campus Expansion with the exception of the Outreach and Training Facility and new Central Stores building.
2. Directing staff to report back to the Business, Inspections, Housing & Zoning Committee by Nov 30, 2021, with options for setting aside the land associated with the Outreach and Training Facility and new Central Stores building (approximately 3.0 acres on the southwest corner of the city-owned site bordered by 28th Street, Longfellow Avenue, and 27th Street) for sale for community uses, including the following components: (a) Community engagement plan developed with input from community stakeholders, including East Philips Neighborhood Institute (EPNI), Southside Green Zone Task Force, Native American-led community organizations and other community-based organizations and residents; and (b) Establish development objectives and goals for a request for proposals (RFP) process to solicit community-led redevelopment proposals.

Action Taken: Referred to POGO meeting of Oct 6, 2021

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 that contribute to public safety, 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

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

Desired outcome of the September 24, 2021 city council decision was to find a compromise that would add public water works uses to a portion of the Roof Depot site and provide 3 acres for private sector development.

Section 2: Data

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

Summary:

The project site is located in the East Phillips neighborhood of Minneapolis. This neighborhood has the largest urban American Indian population as well as a large number of 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 higher 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

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

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

	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
Language	27% of residents speak English less than “very well”	9.3% of residents speak English less than “very well”
(Un)Employment	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

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

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

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>

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 Formaldehyde	none	54%- Traffic 19% Permitted facilities 5% Consumer products	Yes
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

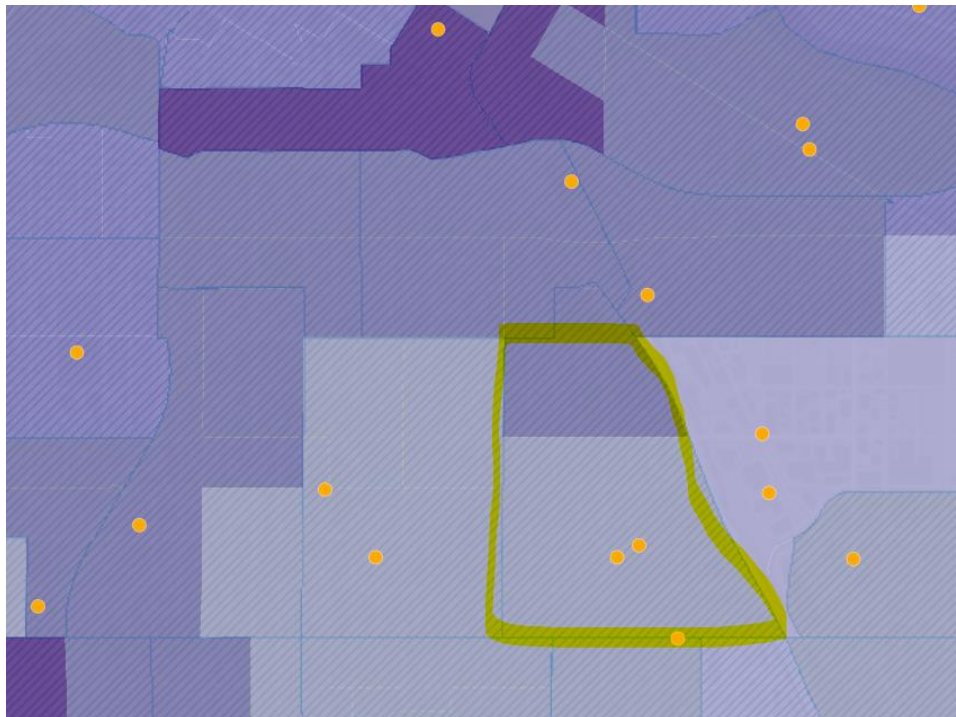


Image: Census Tract 1259, Block Groups 1-3

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 [https://www2.minneapolismn.gov/media/content-assets/www2-documents/business/PW-Hiawatha-Facility-Expansion-EAW-\(PDF\),wcmssp-227306.pdf](https://www2.minneapolismn.gov/media/content-assets/www2-documents/business/PW-Hiawatha-Facility-Expansion-EAW-(PDF),wcmssp-227306.pdf)
2. Traffic Study (Attachment H in EAW)– change in traffic flow patterns
3. Past environmental studies on site: existing contamination (used to be on City’s website?)
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?

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.

Quantitative data on the air pollution contributed by increased personal and fleet vehicles (including diesel trucks) to the site.

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

City staff from Finance and Property Services (FPS), Public Works, Neighborhood Community Relations (NCR) and Community Planning and Economic Development (CPED) have met with members of the community under several different formats to discuss and present ideas for the expansion. The City of

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

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.

It is understood that, although much progress has been made, community members remain concerned with some aspects of the expansion, namely additional traffic, added pollution from demolition and vehicle operations.

East Phillips and Minneapolis residents have been writing to the City for years asking for a project with greater community benefits. 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.

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 (the Tempered Vehicle Storage and Water Distribution Building); suspending the employment training building and Central Stores building; and fiscal impacts.

Key:

(+) = positive impact

(-) = negative impact

(?) = unknown impact

1. Development on site (buildings A, B, C, D, F and I) - impacts on the neighborhood. This will involve the relocation and consolidation of water distribution maintenance office, shop, yard and vehicle/equipment storage functions, and sewer and stormwater office staff from elsewhere, requiring the demolition of the former Roof Depot warehouse building, and construction of approximately 328,000 square feet of new buildings, and parking (surface and structured) for an additional 360 City and personal vehicles. (EAW, 2021)
 - (?) Office expansion = new office building (A) adjacent to existing office building. This will house Surface Water & Sewers engineers (currently "homeless") – Increase of 121 employees to a total of 294
 - (-)New parking ramp (B) - Total of 435, 262 additional vehicles, 140 Fleet and 295 staff, Existing total vehicles on site 327, total with new expansion 589.
 - (?) Service bays (I) –routine vehicle maintenance similar to 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

- Tempered Vehicle Storage (D) Provides covered storage for vehicles and equipment that have sensitive components and tools which need to be stored in temperature-controlled areas to ensure they are reliable to perform critical water distribution tasks in all weather conditions.
- Water Distribution Building (F) Replaces the facility and its functions currently located at 935 5th Avenue SE, a facility that is over 100 years old, undersized for its functional demand and is not ADA compliant requiring staff and visitors to climb stairs to enter the building, to access meeting rooms or locker rooms and is in need of substantial repairs. City employees that work from this facility make sure that over 55 million gallons of drinking water gets from our treatment facility in Fridley to faucets in Minneapolis and 7 other municipalities safely and reliably. The water gets to homes through over 1,000 miles of pipes that are maintained by staff that work from this facility.
- This group also makes sure that fire hydrants are properly operating and available for our Fire Department to respond.
 - Crews from this facility also respond to emergency watermain breaks and address them as quickly as possible to minimize damage to other infrastructure in the street, adjacent properties or impact the quality of the drinking water.
 - (+) Contamination clean-up (removal of arsenic from the soil / groundwater). As part of Site redevelopment, areas of contaminated soil, groundwater and/ vapors will need to be defined and, if identified at concentration above the applicable MPCA cleanup standards, managed under an MPCA approved Response Action Plan/Construction Contingency Plan (RAP/CCP). This RAP/CCP will lay out procedures to manage contamination during and after construction such that work is completed in a manner that is protective of human health and the environment. If necessary, the RAP/CCP will provide on-going engineering and administrative controls to minimize risks during and after construction. (EAW, 2021)
 - (+) Opportunity to incorporate stormwater filtration improvements on the southern end of the site. Currently, most of the stormwater runoff goes untreated. This is due to the presence of the edge of a groundwater contamination plume existing near the south side of the Site (Refer to the response to Question 12 offering more details on this plume). Stormwater collected from the south portion of the Site will be directed to designed underground retention systems that will slow the water flow down prior to it being directed to filter cartridge vaults for treatment. Treated stormwater from the

south portion of the Site will be discharged to the City's stormwater management system. (EAW, 2021)

- (+) Solar-ready roofs. New buildings will be built to support solar installations. The City is interested in utilizing the roof top for a low-income community solar garden that would provide discounted subscriptions to community residents as a strategy to reduce energy burden
- (-) Increased 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 was completed.
 - 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
 - (-) Increased traffic on 28th St which will require traffic mitigation for Midtown Green Way bicycle and pedestrian path crossing. The Traffic Study showed that average daily vehicles would increase by 535 vehicles.
 - (+) Decreased traffic on 26th and Longfellow. The Traffic Study identified that because of the new access on 28th that the traffic volume on 26th would decrease by 90 vehicles, on Longfellow traffic would decrease by 245 vehicles
- 2. Suspend employment training building (H) and Central Stores building (E)
 - (-) No employment training center
 - Over 470 jobs will be located on this Site, since 2012 we have hired 179 employees into the work force on the teams that will be located at the new facility. The City projects between 150-200 retirements / new hires for Public Works that would be potential jobs for area residents.
 - (?) The Central Stores building would be an improved and consolidated place for parts, equipment, tool storage and circulation. If the City does not build a new building, the City would need to remodel the existing Central Stores on the northern portion of the site. This would extend the life of the old facility another 25 years.
 - (-) Impact of Demolishing the Roof Depot structure: Reusing the or salvaging for remodel, could save carbon emissions from construction and be positive for environment; saves air pollution during demolition / construction (doesn't disturb soils but also doesn't remediate polluted soil conditions). Studies 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. have shown that new construction generates three times as much.^[1]

- [\[1\] The Carbon Footprint of renovations vs New Construction: New Tricks With Old Bricks, October 18, 2018](#)

- (-) 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

- 3. Fiscal impact
 - (-) Replenishing the water fund \$3.5M – 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 \$3.5 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?

Changes to localized air quality. Success would be reduced pollution / improved air quality.

Increased use of transit and decrease in vehicle miles traveled, especially by single occupancy vehicles (SOV)

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 (through resident survey)

Reduction of greenhouse gas emissions generated onsite⁹

Rating of annual water quality reports¹⁰

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.

⁹ Minneapolis Annual Municipal Greenhouse Gas Emission Report

¹⁰ Minneapolis Annual Water Quality Report