Assignment 3b : Literature Review
Focus on : Mobility Justice & Equity

Marielle Hsu
Fall 2021 – 298A
16 Nov 2021

Contents

1 Introduction

It is cost-effective for transit agencies to operate equitable systems. Transit service designed without addressing the needs of people who depend on it is destined to be inaccessible or not useful for them, therefore failing on metrics of both equity and ridership. ... The success of these actions [to advance M J/E] hinges on the transit agency committing significant, sustained financial resources. [1]

people are mobile and we have to help them do that – even digitally, with different types of engagement points and a changing role of who is "connected" to the issues at hand : it's a broader audience now, with digital connection options [2]

importance of M J/E in planning, how it can be used to evaluate projects – justice has always been at the core of mobilities research, and various other threads eventually tied into it, of climate and environmentalism and social inequity with more details in the Sheller:MJ-book citation [3]

transportation and accessibility have been demonstrated since the early 1970s to play a key role in social outcomes, both in its presence and its absence [4] and that there are direct as well as indirect ways that lack of transport interacts negatively in a downward spiral for those who are already socially disadvantaged [5]

as stated in Lucas:SocialExclusion2012, there is no one-size-fits-all solution and any work will need to be customized to local needs. This is where the frameworks I am going to review come in – they allow communities to help build their own recommendations for what works for them.

ensuring that community voices are incorporated into the process is crucial : "nothing about us without us" mentality. [6]

the point of this report is to provide tools to planners to "elevate community needs and power in transportation planning, decisions, and funding" [7]

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[1] "Equity in Practice : A guidebook for transit agencies," 2021

[2] Sandra Ponzanesi, "Migration and Mobility in a Digital Age: (Re)Mapping Connectivity and Belonging," *Television & New Media* 20, no. 6 (September 1, 2019): 547–557

[3] Mimi Sheller, "Chapter 1 : Mobility Justice," in *Handbook of Research Methods and Applications for Mobilities*, ed. Monika Büscher et al. (Cheltenham, UK: Edward Elgar Publishing, August 18, 2020), pg 11.

[4] Martin Wachs and T. Gordon Kumagai, "Physical accessibility as a social indicator," *Socio-Economic Planning Sciences* 7, no. 5 (October 1, 1973): 437–456

[5] Karen Lucas, "Transport and social exclusion: Where are we now?," *Transport Policy*, URBAN TRANSPORT INITIATIVES, 20 (March 1, 2012): 105–113

[6] Rachel Garaghty, ""Nothing About Us Without Us" ... including the use of this slogan," via archive.org, November 2019

[7] *Mobility Equity Framework* (Oakland: Greenlining Institute, 2018)

1.1 <mark>some sort of dictionary / glossary up front</mark>

- **Equity vs Equality** – Equality is when resources are distributed equally; it ignores that many people are starting from unequal footing. Equity recognizes this and sends a majority of resources to those who have less currently, with the understanding that only the individuals or communities affected who can say what it is that they need. Sometimes this means that those in positions of privilege get nothing.[8] This report advocates for equity in service planning, based on a needs assessment generated by the community itself, to ensure that the voices of those who have been systematically under-served are now prioritized.

- justice

- mobility

- racism

- oppression

- disenfranchisement

- white supremacy

- BIPOC

- redlining

2   Analysis of Main Questions

Breaking my project down into two core components, Mobility Justice / Equity (M J/E) and BRT implementation, I looked at current and past research into both of these areas. Understanding the multiple approaches to and history of M J/E – both the frameworks themselves and why they're needed in planning. <mark>understanding the theory behind the frameworks that I will be using to analyze and make suggestions</mark>

However, before I dive into M J/E, I wanted to be clear about what it *isn't*. Within federal and local regulations, there are requirements for "community engagement" around particular planning decisions – federally, <mark>CITE ME FTA Title VI (1964 Civil Rights Act) Circular 2012</mark> stipulates a minimum of analysis of "major" changes to

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[8] Khanyi Mlaba, "Equity vs Equality: What's the Difference?," Global Citizen, March 19, 2021

fare or service by a transit agency to ensure it does not have a "disparate impact" on communities of color. In California, there's a whole chapter on community engagement in the General Plan documents.[9] However, neither of these documents examine the specifics of building community power or empowering communities to start planning processes themselves based on needs within that community; everything is still based on top-down planning by professionals and relies on their level of interest in engaging with affected communities. Both local and federal regulation documents lay out a series of steps that go from basic "inform about decisions that have been made" to "let the community help make decisions." In addition to CITE ME "sunshine laws", most local municipalities have other laws for citizen comment on plans in progress.[10] This requires action on the part of individual community members, though, to both be aware of the local laws and opportunities to comment as well as taking the initiative to make comments. What these systems do not include by default are options for building community power to address issues of racism or the systematic disenfranchisement of non-white groups within communities. It is through M J/E frameworks that we can take that final step and dive deeper into building community power to expand "community engagement" to include addressing these historical injustices within communities.

it's a framework of building community power, not just ticking the "community engagement" box of requirements CITE ME Teo's video, Four Degrees to the Streets podcast

2.1 Related Frameworks

QUESTION : Should this be its own section rather than a sub-section?

moving beyond reliance on state or other top-down planning to actually build these concepts of justice requires community involvement and power in the process [11]

The frameworks that I will be exploring are not simply recommendations for community engagement. In 2020, the Centering Equity in the Sustainable Building Sector (CESBS) Initiative of the NAACP released "a deep toolkit of explainers, principles, tips and tactics for everyone seeking to bring justice and equity to buildings and de-

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[9] *General Plan Guidelines and Technical Advisories* (Sacramento, CA: Office of Planning and Research, 2017), Chapter 3 : Community Engagement and Outreach.

[10] *How-to: Make community engagement work for you*, in collab. with Nimo & Jas (November 1, 2021), podcast, 11:10-12:20.

[11] Alex Karner et al., "From Transportation Equity to Transportation Justice: Within, Through, and Beyond the State," *Journal of Planning Literature* 35, no. 4 (November 1, 2020): 440–459

velopment."[12] This document walks through five "developmental stages" that range from simply providing information about existing decisions to the ability for communities to make those decisions. By framing steps towards equity as developmental, this report encourages communities to understand how to continue moving forward through them to build equity and community power.[13] However, it can be difficult to understand how to get to the final stage without more concrete actions for ensuring that all community members are involved. M J/E frameworks expand upon those ideas and provide those specific actions that ensure that historically marginalized perspectives are centered in the process.[14] More particularly, I will be looking at recommendations that are tailored for transportation, in order to then evaluate past projects.

Another important lens for examining citizen participation in planning processes is Arnstein's 1969 "Ladder of Citizen Engagement." [15] The eight rungs of her ladder move through three steps of nonparticipation, tokenism, and finally into three types of true citizen power. The purpose of M J/E work is to keep all projects in those top three rungs, to create opportunities not just for "input" from the community but true opportunities for community needs to shape priorities. Although Arnstein specifically calls out "racism and resistance to power distribution" as issues on the powerholder's side of the conversation, she also specially states that her Ladder of Citizen Participation does not address those issues.[16] She is very clear that the Ladder she presents is a simplistic linear version of a much more complicated system that depends on the motives behind the powerholder's actions, rather than just the actions themselves.[17]

While still very relevant in community engagement work, Arnstein's Ladder also has its limits – namely that it is only a linear process, best for one-time use. There are no opportunities or suggestions in Arnstein's framework for building and continuing the movement that it starts..[18] Encouraging consistent involvement is the only way to build longevity in these movements and ensure that planning projects, which can frequently take decades, are finished in the same spirit that they are started. Once the

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[12] *Guidelines for Equitable Community Involvement in Building & Development Projects and Policies* (NAACP, July 26, 2021)

[13] *Spectrum of Community Engagement to Ownership* (Facilitating Power, August 4, 2020), pg 2.

[14] Make community engagement work

[15] Sherry R. Arnstein, "A Ladder of Citizen Participation," *Journal of the American Planning Association* 35, no. 4 (1969): 216–224

[16] Arnstein, pg. 25.

[17] Arnstein, pg 26.

[18] Alex Karner et al., "The View From the Top of Arnstein's Ladder: Participatory Budgeting and the Promise of Community Control," *Journal of the American Planning Association* 85, no. 3 (July 2019): pg 238.

process has been started by a small group, it's critical that other members be brought on board in order to spread it throughout the whole community. The clearest example of the need for this need for continuity and longevity emphasizes that any project that is designed to build community power "depends as much on the broader political context as on the strength of the ... process itself."[19] Political support is critical for PB, M J/E, or any other process to shift the existing (im)balance of power, since the current political powers are the ones maintaining that (im)balance. In order to also avoid burnout or simply creating a new structure of political power, sustaining momentum for changes requires a step beyond Arnstein's "citizen control." Drawing on labor and organizing writings, [20] proposes that extension to consist of "professional organizers... develop[ing] rank-and-file leadership" and "organic leaders" rather than relying on a small group of the same individuals. These options provide a stepping stone that leads directly into the M J/E frameworks – once citizens have decision-making powers, what do they do next with them?

The other interconnected idea here is that of psychological ownership (PO). Initially defined an organizational management context, PO starts with the basic human desire for control in any context – objects, concepts, organizations, or other individuals – that may or may not involve formal structures of ownership.[21] Despite the difficulty of translating evaluation criteria that have developed over the years for quantifying PO into languages and cultural settings other than those they were developed within, the basics of understanding what creates a sense of ownership over a place or a process is hugely valuable to transportation planning.[22] Working from the assumption that "[p]eople identify themselves through the things over which they feel ownership," and that feelings of ownership stem from personal involvement and an investment of an individual's time,[23] planners can understand the fundamental need for equitable citizen power and true community involvement in the development process. Autonomy and control form the building blocks for PO; that this is available in most situations for whites only is the basis of white supremacy, and the only way to push back against it is to give power to others to allow them to develop PO in places

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[19] Karner et al., "The View From the Top of Arnstein's Ladder," pg 237.

[20] Jane F. McAlevey, *No Shortcuts: Organizing for Power in the New Gilded Age* (New York: Oxford University Press, 2016), ISBN: 978-0-19-062471-2 as referenced in Karner et al., "The View From the Top of Arnstein's Ladder," pg 238

[21] Jon L Pierce, Tatiana Kostova, and Kurt T Dirks, "Toward a Theory of Psychological Ownership in Organizations," *Academy of Management Review* 26, no. 2 (April 2001): 298–310 as summarized in Helen Campbell Pickford, Genevieve Joy, and Kate Roll, "Psychological Ownership: Effects and Applications," *Mutuality in Business research team* Briefing Number 2 (October 20, 2016): pg 3

[22] Pickford, Joy, and Roll

[23] Pickford, Joy, and Roll, pg 3.

where it has been historically and systematically denied. All of the M J/E frameworks that I found, including those that are not explicitly written up here, are fundamentally based on the ideas of building citizen power from marginalized communities. When individuals are genuinely involved in local planning processes, they are able to exercise control over what happens in their communities, which ultimately leads to PO and feelings of broader responsibility for that community as a whole. Involvement leads to more PO which leads to more involvement,[24] in a self-perpetuating cycle that builds community power. Building these self-sustaining movements within communities is the best way to create systems that are able to challenge the systemic issues of injustice and inequity.
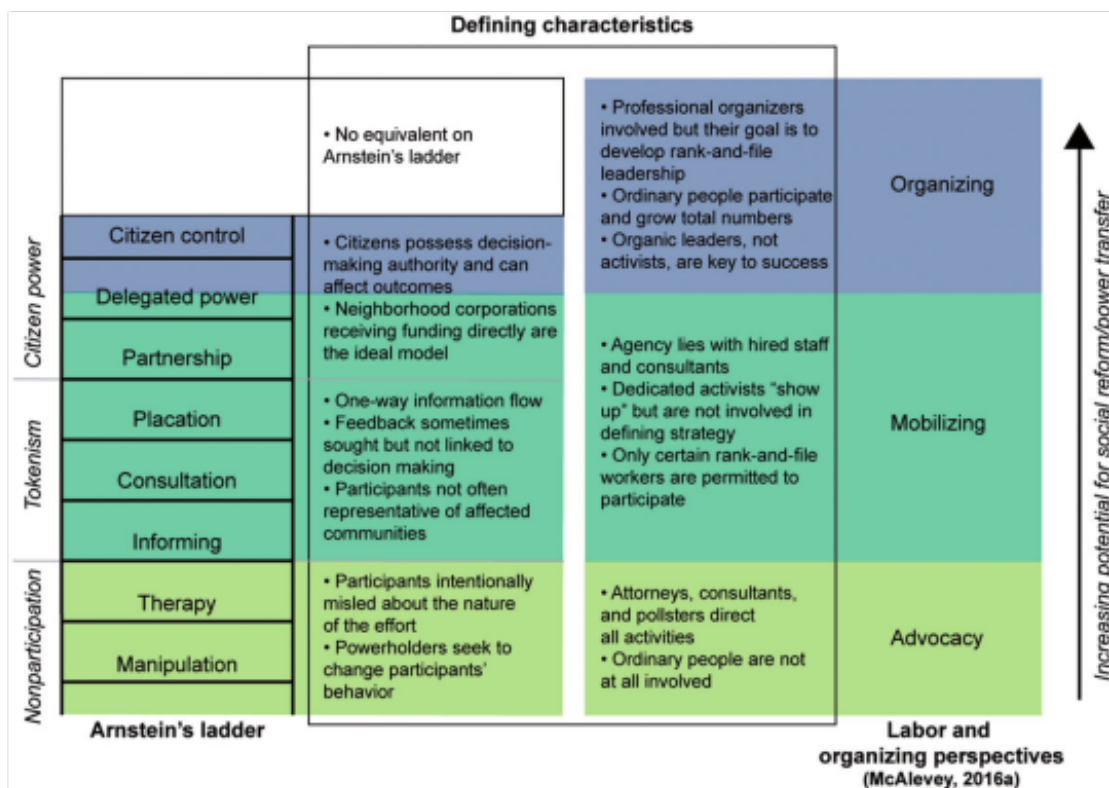

Figure 1. Relationship between Arnstein's ladder (Arnstein, 1969) and contemporary perspectives on social change. Shades designate correspondence between labor and organizing perspectives on social change and rungs on Arnstein's ladder. Arnstein's (1969) categories (nonparticipation, tokenism, and citizen power) do not map directly onto McAlevey's (2016a) three models. The mobilizing model, for example, encompasses elements of both partnership and delegated power. McAlevey's (2016a) organizing model goes further than the highest run of Arnstein's ladder in that it sets forth a broader vision for social reform and power redistribution. Note that McAlevey's (2016a) use of the term advocacy differs from its common usage in the planning literature (e.g., Davidoff, 1965).

from Alex Karner et al., "The View From the Top of Arnstein's Ladder: Participatory Budgeting and the Promise of Community Control," *Journal of the American Planning Association* 85, no. 3 (July 2019): 236–254 QUESTION : How best to include the info in the original caption?

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[24] Pickford, Joy, and Roll, "Psychological Ownership," pg 4.

2.2 What is Mobility Justice?

There are many shades of definition but the ones I'm using here are most accurately encapsulated by Rooted in Rights' ideas of working together in coalition to ensure that everyone, especially those without access to private vehicles, have access to the same opportunities.[25] More specifically, Adonia Lugo's description of "address[ing] how street safety goes beyond car-based violence" adds the need to address why individuals feel safe or unsafe using streets in a community at the local level,[26] and not just through an automotive-centric lens.[27,28] Both of these introductions start to get at why M J/E is so critical for planners to address and hint at the reasons that the frameworks in the next section all begin with community.

QUESTION : Is this Google Trends bit ok? (I really can't think of much else to add here, but this section seems thin.)

Using a Google Trends analysis, the interest in both the phrases "mobility justice" and "mobility equity" has been overall fairly consistent but slowly gaining momentum for the last 11 years. It seems to have really gotten going in October of 2010, but still doesn't top 100 searches per month. This is so minuscule in Google's eyes that it has no other related data available. Running the same searches in Google Scholar, also starting in 2010, gives nearly 1500 for "mobility justice" and just shy of 500 results for "mobility equity" – while these numbers may be large on an academic scale, and indicate interest in the field, they are still small when compared with the nearly two million results for "mobility". However, research into transportation and M J/E has increased steadily over the last few years, and it is clearly a field of great interest.[29]

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[25] "Mobility Justice," Rooted in Rights

[26] Lynda Lopez, "What does mobility justice mean? Reflections on last weekend's Untokening event," StreetsBlog Chicago, October 11, 2019

[27] Cara Hamann, Corinne Peek-Asa, and Brandon Butcher, "Racial disparities in pedestrian-related injury hospitalizations in the United States," *BMC Public Health* 20, no. 1 (September 25, 2020): 1459
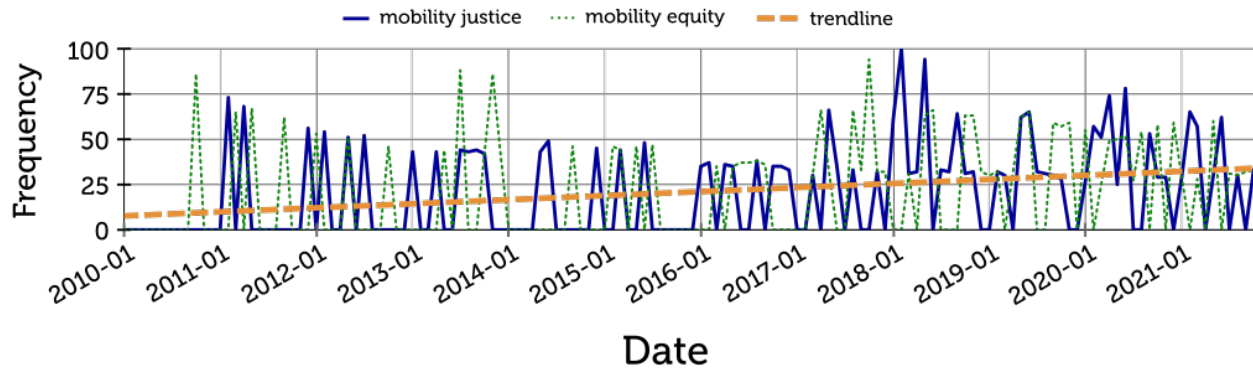
[28] CDCMMWR, "QuickStats: Age-Adjusted Pedestrian Death Rates, by Race/Ethnicity — National Vital Statistics System, United States, 2009 and 2018," *MMWR. Morbidity and Mortality Weekly Report* 69 (2020)

[29] Ersilia Verlinghieri and Tim Schwanen, "Transport and mobility justice: Evolving discussions," *Journal of Transport Geography* 87 (July 2020): 102798

Google Trends Analysis

Comparison of search frequency in the US from 1 Jan 2010 to 1 Nov 2021

Data source : Google Trends

2.3   Why is Mobility Justice necessary?

It is critical that planners engage in the work of understanding the role that our profession has played in upholding racism, oppression, and white supremacy.[30] Without understanding this legacy, we cannot move forward in the field towards equity and justice.[31] This type of work necessarily involves approaching communities who have been neglected to ask what they need; to do anything else is paternalistic and perpetuates the same issues of oppression and disenfranchisement. It is clear that class, race, sexuality, gender expression, and other social constructs impact an individual's capacity for movement within their environment[32] and planners have the power to bring voices into the conversation that are otherwise unheard.[33]

Mobility justice / equity is not something that happens in a vacuum, and neither are the injustices that make it necessary. Because we are operating today in a place of structural inequality, segregation, and white supremacy that is upheld by state political power, the only alternative to perpetuating these systems is to build equally-

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[30] Ascala Sisk et al., *Confronting power and privilege for inclusive, equitable, and healthy communities*, technical report (April 2020)

[31] Tamika Butler, "We Must Talk About Race When We Talk About Bikes," June 9, 2020

[32] Louis Everuss, ""Mobility Justice": a new means to examine and influence the politics of mobility," *Applied Mobilities* 4 (February 17, 2019): 1–6

[33] For an overview of literature about the consequences of the lack of equity in transit systems, see page 32 of Matthew Palm et al., "Equity Analysis and New Mobility Technologies: Toward Meaningful Interventions," *Journal of Planning Literature* 36, no. 1 (February 1, 2021): 31–45

powerful systems to counter it.[34] Access, transportation, and mobility are not an end goal in themselves, but a way of jump-starting efforts towards racial justice and equity by providing historically under-served communities with power and agency.[35]

> ... if we don't talk to [BIPOC folks], ask them, and listen to them until after transportation decisions are already made, then we're just doing things exactly the way we did them before. We are trying to retrofit equity without having to confront the role our industry plays in maintaining the status quo of racism and oppression. [36]

If we planners don't focus on understanding the immediate issues these communities are facing, we cannot begin to address roots of the problems adequately. QUESTION : Can I just make this statement? Community members are experts in the issues in their communities, and should be consulted as such. These issues are also not unique to the US and proposals for alternatives to address specifically the exclusion of particular communities from transportation planning is a long-studied problem.[37] Stories about projects that don't succeed are usually stories of a lack of connection to the local community needs. QUESTION : Can I just make this statement? Agencies and governments that are able to work together to co-create plans that address local needs are more likely to see those projects though the planning process with minimal community opposition and show better ROI. These types of success stories are only possible when the community feels like they have been instrumental in guiding a project, and deep community engagement processes form the core of all of the frameworks discussed in the next section for this reason.

QUESTION : A paragraph about more of the core issues and how to actually do this, or is that what the next section is for?

As planners, we hold a very specific type of power that shapes communities and their access to services. All types of planning must be done with an eye to understanding potential disproportionate impacts on disadvantaged communities. It is crucial that we create ways for these communities to access that power by specifi-

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[34] For a brief introduction to these concepts, please see Mark Lopez, *Segregated By Design* (Silkworm Studios, April 5, 2019). The book the video is based on provides a fuller context : Richard Rothstein, *The Color of Law: A Forgotten History of How Our Government Segregated America* (New York: Liveright, May 2018), ISBN: 978-1-63149-453-6

[35] Verlinghieri and Schwanen, "Transport and mobility justice"

[36] Tamika Butler, "Confronting Power and Privilege," December 2020

[37] F. C Hodgson and J Turner, "Participation not consumption: the need for new participatory practices to address transport and social exclusion," *Transport Policy*, Transport and Social Exclusion, 10, no. 4 (October 1, 2003): 265–272

cally giving them a say in the planning process. In order to build "healthy and inclusive communities" we have to understand our own power and privilege so that we can understand how to co-create with those who do not have access to the same systems.[38] This broader approach to building community power allows individuals to build their own connections and relationships within communities that create resilience and a sense of ownership and responsibility within the community that leads to increased positive outcomes.[39] Because transportation is an issue that cuts across all others, it is even more important that transit projects are organized and planned in line with M J/E principles.

2.3.1   global context?

QUESTION : This seems again like a bit of a wander off the topic, but I still think it's important and I'm not sure where else to put these ideas.

How, when, and where people, goods, and capital moves is, in all respects, a political question.

Above all, these groups call for space and resources for people of color, women, and others historically excluded from transport planning to envision and implement actions from their own knowledge base, and to contribute to theorizing justice as well as bringing about real transformations toward more equitable mobility and urban planning.[40]

In reading the book, I'm finding quotes about the importance of understanding MJ in a planning context that could be useful for background information and wider implications, but perhaps not this project exactly. a paragraph about connecting to broader global movement and mobilities?

Issues of M J/E do not stop at the local scale; we are globally connected and internationally mobile, and need to be planning our projects with that in mind.

Mobility injustices, however, do not stop at the urban scale. They also have a national, a transnational and, even, a planetary dimension. When a nation builds a fence on its borders, and implements regulations and controls of movement that lead some potential entrants to meet their death at sea or in the desert, there is a mobility injustice, especially if we still believe in a human right to mobility.[41] CITE ME texts about borders – Teo, Crimethinc

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[38] Sisk et al., *Confronting power and privilege for inclusive, equitable, and healthy communities*

[39] Pierce, Kostova, and Dirks, "Toward a Theory of Psychological Ownership in Organizations"

[40] Mimi Sheller, *Mobility Justice : The Politics of Movement in an Age of Extremes* (Brooklyn, NY: Verso, 2018)

[41] Sheller, "Chapter 1 : Mobility Justice"

2.4   How can transit planners do Mobility Justice?

So why is this so important for transportation planners specifically to address? Because access to transportation is how each of us is able to access basic human services and fulfill our needs, and therefore issues of individual transportation needs cut across all other sectors.[42] CITE ME page / line number for quote Understanding a community's transportation needs has the potential to tie into global issues like climate change, as well as individuals' ability to access basic medical services. Providing good bus service, particularly Bus Rapid Transit, has been shown to improve economic prospects all along the corridor.[43]

On a practical level, there are several frameworks that have been published over the years as guidelines for "doing" M J/E on the ground that are applicable to all kinds of projects. Both TransitCenter[44] and the Untokening[45] explicitly address transportation and M J/E. The Greenlining Institute[46] lists general guidelines for ways of building authentic community engagement practices to support any project.

As a bit of background, the Greenlining Institute is an Oakland, CA, organization that "address[es] the root causes of racial, economic, and environmental inequities in order to meaningfully transform the material conditions of communities of color in California and across the country." [47] While their main focus is on economic opportunity, transit is necessary to connect people to those opportunities. The Untokening is a collective effort of mobility justice advocates from all over the US who produced the "10 Principles of Mobility Justice" document at their first convening in 2016. Since then, they have created several other documents about issues of race and transportation.[48] In contrast, TransitCenter is an advocacy organization that focuses on issues of transportation all across the country, though with the understanding that the hurdles are primarily human rather than technical. While their Transit Justice Principles guide all of their work, there is no specific emphasis on race.[49] These three organizations' work aims to bend the arc of transportation planning towards justice,[50] which is why

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[42] Butler, "Confronting Power and Privilege"

[43] Arthur C. Nelson and Joanna Ganning, *National Study of BRT Development Outcomes* (University of Utah and the National Institute for Transportation and Communities, December 2015)

[44] "Equity in Practice : A guidebook for transit agencies"

[45] *Principles of Mobility Justice*, 1st ed. (Atlanta: The Untokening, 2016)

[46] *Mobility Equity Framework*

[47] "Our Vision & History," The Greenlining Institute, 2021

[48] "Resources," Untokening, 2020

[49] *Transit Justice Principles* (New York: TransitCenter, September 22, 2021)

[50] Used with apologies to Rev. Dr. Martin Luther King, Jr. and Rev. Theodore Parker. For more history of the quote, please see Garson O'Toole, "The Arc of the Moral Universe Is Long, But It Bends Toward Justice," Quote Investigator, November 15, 2012

I'm focusing on these three specific documents.

2.4.1 Frameworks

Each of the documents I've examined set out clear steps that we can lean on to build these new processes. For communities to reclaim power in the planning process, everything must begin with a Community Needs Assessment (formally outlined in Greenlining's *Mobility Equity Framework*) or other process that allows the community themselves to determine the focus and goals of a project – not top-down planning but a true understanding of what problems the community is facing and the solutions they want to those problems. True M J/E begins when historically marginalized communities are at the core of the planning process and are able to bring their ideas to the table in a collaborative and influential way.[51] This method can be scary for planners, because it introduces a level of uncertainty and chaos into the process. Planning is a field built on administrative control of lines and squares, but life – particularly human life – doesn't work that way.[52] Through the methods and principles outlined in each of these three frameworks, in combination with concepts like psychological ownership (PO) and the Ladder of Citizen Participation, we planners can help communities co-create new processes that actually address their needs rather than impose engineered solutions.

In particular the most recent document, Transit Center's *Equity in Practice* guidebook,[53] is specifically aimed at transit and public agencies, providing examples from across the US of equity statements that are baked into agency procedures, other ways that agencies are incorporating M J/E best practices into their projects, and a review of emerging tools for measuring equity. Transit Center also take a deep dive into lessons learned, and the lack of support for M J/E in Federal Title VI regulations. Throughout the report, Transit Center references specific local case studies and emphasizes the positive outcomes for everyone (communities and agencies) of transit planning with a focus on M J/E. Each of these three documents focus on moving through a particular planning process, though, and are very project-based. I also argue that building the staying power that communities will need to effect systemic change involves working beyond the project level, drawing on work around participatory budgeting

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[51] *Mobility Equity Framework*

[52] For a thorough exploration of these concepts, please see James C. Scott, *Seeing Like a State: How Certain Schemes to Improve the Human Condition Have Failed* (Yale University Press, October 1, 2008)

[53] "Equity in Practice : A guidebook for transit agencies"

and labor organizing for building the critical political power that will create both opportunity and resilience.

The Four Pillars that Transit Center lays out on pages 12-16 provide a concise summary of the concepts that are expressed in both the Greenlining and Untokening documents. The specific actions associated with each pillar helps clarify how planners, agencies, and even community members can engage with the concept and move towards M J/E including through the use of PO and organizing principles. Because of this specificity of these items, Transit Center have built a great framework both to look backwards at previous efforts and forward to implementations. ==in this report I will show how they can be used to address past injustice and move M J/E forward, and how each of the other two documents also follow the same recommendations.==

- Pillar 1 : Articulate a vision of an equitable transportation system and explain why resources must be prioritized to benefit people who have been marginalized.

  Acknowledge that specific groups of people have been historically and are currently marginalized, assert that transportation policy should seek to end this marginalization, and provide a positive vision of equitable access.

- Pillar 2: Connect transportation to other aspects of people's lives, recognizing that transportation exist within broader inequities.

  Situate marginalization from transportation resources within a larger understanding of systemic inequity. Identify how transportation interacts with other systems (e.g., policing, housing, education, politics, public health) to multiply inequitable outcomes and account for those interactions in policy and processes.

- Pillar 3: Acknowledge past transportation decisions that have deepened inequity.

  Agencies must acknowledge their own actions that may have bred distrust and marginalization of riders.

- Pillar 4: Measure equitable outcomes for people and the neighborhoods where they live and work.

  Track outcomes of the transportation system for people who depend on transit and people facing marginalization wherever they live in the region as well as for neighborhoods with a high concentration of residents who depend on transit or who face marginalization.

==Because Transit Center cite both the Greenlining and Untokening frameworks along with many others, and because it is one of the most recent and most comprehensive documents, I will be using these Four Pillars as a framework-within-a-framework to investigate other documents addressing M J/E in order to identify the best framework to use in a comparison of BRT projects in the main paper== .

Untokening's *Principles of Mobility Justice* provides three aspects of each of their 10 Principles by breaking them down into the understanding barriers to mobility in marginalized communities and visioning new solutions, a foundational Principle based on that new vision of mobility justice, and ways that advocates can help work towards that new vision either within the community or in "white-centered planning spaces" (*i.e.* professional planning spaces). This last one serves to emphasize that this framework is aimed at activists and others who may not be part of formal planning spaces. Aspect one, Problem, requires that the principle be engaged in "challenging the current paradigm" and "illuminating the range of barriers to mobility access," Untokening is positioning each of their proposals under Pillars 2 and 3. ==one example principle, Ladder, PO== The key Principle that they offer, aspect two, is a new vision that aligns with Pillar 1. ==one example principle, Ladder, PO== Finally, the Practice in aspect three for each of their proposals to assist advocates in working towards that new vision spans Pillars 1, 2, and 4. ==one example principle, Ladder, PO== These clearly-articulated goals for mobility justice with their clearly stated Problem, Principle, and Practice are however much more focused on the ultimate dismantling of larger systemic issues that can be difficult to understand how to tackle in an individual project. It is important for both planners and communities to ensure that all of their work is striving towards these goals, but also to understand that they may be too big to solve in one project. Having these conversations within and with communities can help transit agencies target projects better, but in this document Untokening does not provide a clear framework for moving those projects forward.

==this bit still in progress==

The *Mobility Equity Framework* from Greenlining provides a series of steps that can be undertaken by advocates, agencies, or allies that are grounded in the idea that a community understands itself best and should be allowed to determine planning priorities. Their pyramid of seven elements, beginning with a Community Needs Assessment and ending with Voting on solutions, are grouped into three steps – broadly (1) identify needs, (2) conduct a mobility equity analysis, and (3) place decision-making power in the community's hands. The first two steps move through several Pillars in

a developmental fashion, similar to the NAACP CESBS toolkit.[54] Breaking Step 1 into its three components, Identify and Educate work under Pillar 2 while Brainstorm is very clearly Pillar 1. Step 2 has much more of a backwards look on analysis than Pillar 4, but it also provides groundwork on which to build measurable outcomes that can be compared. There is also a strong education component that connects Step 2 to to Pillar 2. Greenlining have put Voting as the entirety of Step 3 as the ultimate expression of community decision-making power to determine which plans actually move forward. However, as I have seen in previously discussed articles, this is not necessarily enough. ==how to address not having all the needed voices in the room, voting still leaves some people unhappy, this process does not continue to build community power / leadership==

==provides a very thorough breakdown with specific attention to transportation planning. They have identified 12 mobility equity indicators that support three successive goals – increasing access to mobility, reducing air pollution, and enhancing economic opportunity. Recommended metrics and specific examples are also included in the report (pages 12-13), creating a very robust toolkit for transit planners at any level to incorporate these M J/E concepts into their process.==[55]

3   Conclusion

==importance of M J/E in planning work, how PO and labor organizing can create sustainable movements needed to counter systemic injustices / inequities==

==rewrite this paragraph into conclusion, and how Transit Center pulls it all together== Each of the documents provide specific steps for working through M J/E concepts in the context of a particular project that can be adapted to each unique local situation.

[54] *Spectrum of Community Engagement to Ownership*
[55] *Mobility Equity Framework*, 6.

A Annotated Bibliography & Summary Table

	Citation	Type	Method	Findings	Limitations	Other Notes
1	* Arnstein, Sherry R. "A Ladder of Citizen Participation." *Journal of the American Planning Association* 35, no. 4 (1969): 216–224.	Peer-reviewed journal article		• Citizen engagement has different types • Inform & educate are a low level • How to actually build up to the top rungs?	• How to sustain change? • Linear process only. • Actual steps for moving up the ladder?	• Core text on citizen participation / engagement processes. Still relevant today.
2	Butler, Tamika. "Confronting Power and Privilege," December 2020.	Blog post (Medium, online)		• Writeup of conference / report-writing session. • Find that report itself, too.	• Requires people to be ready to do the confronting not just in others but in themselves.	
3	------. "We Must Talk About Race When We Talk About Bikes," June 9, 2020.	Magazine article (online)		• Unable to disentangle issues of race when discussing bicycles and their infrastructure more broadly. • Racism does not exist in a vacuum and the real work of fighting back requires addressing it everywhere.	• Very specific about bicycles, but it's not difficult to extrapolate to other mobility and transit planning.	• Transit planning does not exist in a vacuum, and racism in transit planning must be addressed to move forward.
4	CDCMMWR. "QuickStats: Age-Adjusted Pedestrian Death Rates, by Race/Ethnicity — National Vital Statistics System, United States, 2009 and 2018." MMWR. Morbidity and Mortality Weekly Report 69 (2020). ISSN: 0149-21951545-861X.	National statistics report	National Center for Health Statistics, National Vital Statistics System, mortality data, 2009 and 2018; CDC WONDER online database. https://wonder.cdc.gov/ucd-icd10.html.	• It's clear that non-white populations are most impacted. • Is this because of the planning of their neighborhoods?	• Only reported incidents, and only official data.	

	Citation	Type	Method	Findings	Limitations	Other Notes
5	*Equity in Practice : A guidebook for transit agencies*. TransitCenter in collaboration with CNT.	Report / guidelines / framework		• "break the cycle of marginalization" • "defining an Equity Strategy: Guidelines for Public Agencies" – four equities. • Lots of love for Oakland bike plan equity integration. • Explicit connection between transit and other inequities. • Lots of case studies & annotated plans from other cities / agencies. • 4 Pillars for building M J/E into a project. • Includes a page about federal community engagement limitations.	• Not specific to community work, like Untokening. • Focus is on what agencies can do for communities, not what communities can do for themselves.	• Use these as the basis for others since it's the newest and most transit-specific? • Procedural, Distributional, Structural, Transgenerational equities to address – how to integrate this into the Pillars.
6	* Everuss, Louis. " "Mobility Justice": a new means to examine and influence the politics of mobility." *Applied Mobilities* 4 (February 17, 2019).	Peer-reviewed journal article		• M J/E focus on practicalities was boosted by Sheller (2018). • Extending beyond theory into understanding how self-identification affects individual's mobility.	• No simple definition provided. • Still not really a concrete list of steps for how to do it.	• Good references to other works on framing core concepts.
7	Garaghty, Rachel. ""Nothing About Us Without Us" ... including the use of this slogan," November 2019.	Blog post / article (online)		• Info about the evolution of the well-used phrase in the disability movement.		• It's also being used for other topics and I wanted to cite someone saying that.
8	*General Plan Guidelines and Technical Advisories.* Sacramento, CA: Office of Planning and Research, 2017.	Government report (CA general plan)		• There's a whole chapter on Community Engagement both within and for General Plan updates.	• Recommendations are pretty basic and although they touch on more inclusion, don't go very far.	
9	*Guidelines for Equitable Community Involvement in Building & Development Projects and Policies.* NAACP, July 26, 2021.	Blog post / article (online)				• Blog post about framework *Spectrum* (2020) that has a good summary.

	Citation	Type	Method	Findings	Limitations	Other Notes
10	* Hamann, Cara, Corinne Peek-Asa, and Brandon Butcher. "Racial disparities in pedestrian-related injury hospitalizations in the United States." *BMC Public Health* 20, no. 1 (September 25, 2020): 1459. ISSN: 1471-2458.	Peer-reviewed journal article		• "Access to transportation is an indicator for health disparity, and these results indicate that access to safe transportation also shows inequity by race/ethnicity."		• Rather than just cite the statistics, I thought it was worth finding an actual write-up that focused on racial disparities.
11	* Hodgson, F. C, and J Turner. "Participation not consumption: the need for new participatory practices to address transport and social exclusion." *Transport Policy*, Transport and Social Exclusion, 10, no. 4 (October 1, 2003): 265–272. ISSN: 0967-070X.	Peer-reviewed journal article		• Connections between transit access and social exclusion. • Why it's important for excluded communities to have their voices centered in discussions of planning how to address their transit needs. • How organizing can sustain changes.	• Just a theoretical work, though provides some recommendations for next steps in practical work. • Focus on work in Manchester, England.	• Section 4 is about community participation in planning projects. • Connect with Karner (2019) and Pierce et al (2001).
12	*How-to: Make community engagement work for you.* In collaboration with Nimo & Jas. November 1, 2021. Podcast.	Podcast		• Good notes about how individuals can get engaged. • Talking through the whole planning process and where citizens can have influence on decisions.	• Relies on existing plans, and lots of personal awareness / knowledge of what's going on in the community. • Very little proactive outreach on the part of the planning body.	
13	* Karner, Alex, Keith Brower Brown, Richard Marcantonio, and Louis G. Alcorn. "The View From the Top of Arnstein's Ladder: Participatory Budgeting and the Promise of Community Control." *Journal of the American Planning Association* 85, no. 3 (July 2019): 236–254	Peer-reviewed journal article		• Expanding Arnstein's Ladder with principles from labor organizing. • How to make change sustainable and move in the direction of building new systems.	• Assumes a high level of involvement, and a large enough community that can provide new leaders.	• Relies on building psychological ownership (PO) within communities! • Participatory budgeting could be an interesting angle to explore for more transit planning control rather than just M J/E.

	Citation	Type	Method	Findings	Limitations	Other Notes
14	* Karner, Alex, Jonathan London, Dana Rowangould, and Kevin Manaugh. "From Transportation Equity to Transportation Justice: Within, Through, and Beyond the State." *Journal of Planning Literature* 35, no. 4 (November 1, 2020).	Peer-reviewed journal article		• Disparities in behavior shows who's at risk. • Focus on people rather than just data (current planning paradigm is the opposite). • Emphasis on community organizations addressing structural inequalities to build community power. • Drawing on environmental justice lit and organizing to accomplish similar size task.	• Fairly theoretical but still has recommendations. • Relies on active community members.	• Several tables of steps for getting there / things that anyone can do. • Citations for transit planning requiring citizen input. • Analysis of strengths / weaknesses of state- vs society-centered processes. • Soooo many other references.
15	Lopez, Lynda. "What does mobility justice mean? Reflections on last weekend's Untokening event." StreetsBlog Chicago, October 11, 2019.	Blog post (online)		• Solutions have to be local. • Context is key, and understanding local context is critical. • M J/E can build a just, safe, and accessible world for everyone.	• One person's perspectives on conversations based around translating these concepts into other languages.	
16	Lopez, Mark. *Segregated By Design*. Silkworm Studios, April 5, 2019.	Video (vimeo)		• Government-supported segregation was the law in the US; otherwise it wouldn't be everywhere. • Large scale of the problem and source.	• No citations in the video for any of the specifics. • Provides perspective only of segregation of Black residents.	• Based on Rothstein's Color of Law. Narrated by the author. • Scale emphasizes the need for similar scale community power in response.
17	* Lucas, Karen. "Transport and social exclusion: Where are we now?" *Transport Policy*, URBAN TRANSPORT INITIATIVES, 20 (March 1, 2012): 105–113. ISSN: 0967-070X.	Peer-reviewed journal article		• Developments in ways of identifying social exclusion. • Info about interaction between transit access and social exclusion. • Moving forward, planning must meet the needs of the excluded first.	• Again largely theoretical, UK focused.	• Does include some notes about policy progress in other places.

	Citation	Type	Method	Findings	Limitations	Other Notes
18	McAlevey, Jane F. *No Shortcuts: Organizing for Power in the New Gilded Age*. New York: Oxford University Press, 2016. ISBN: 978-0-19-062471-2.	Book				• I'm only citing it because it's cited in the Karner (2019) image.
19	Mlaba, Khanyi. "Equity vs Equality: What's the Difference?" Global Citizen, March 19, 2021.	Blog post (online)		• Plain-language explanation of the difference between equity and equality.		
20	*Mobility Equity Framework.* Oakland: Greenlining Institute, 2018.	Report / guidelines / framework		• Step-by-step plan for communities / agencies / cities to follow when starting to plan transit projects. • Twelve specific goals for transit projects to measure equity impact.		
21	"Mobility Justice." Rooted in Rights.	Website		• Plain-language definition of Mobility Justice.		
22	* Nelson, Arthur C., and Joanna Ganning. National Study of BRT Development Outcomes. University of Utah and the National Institute for Transportation and Communities, December 2015.	Peer-reviewed journal article	• "… data from the United States Census Bureau, Longitudinal Employer-Household Dynamics, and CoStar data in a quasi-experimental, compare-and-contrast research design to compare jobs, population and households, and housing units before and after BRT station construction relative to control stations and the stations' metropolitan context."	• Increase in building of housing and offices near lines / stations. • Employment effects only in manufacturing. • Positive shift in higher-wage jobs near lines / stations. • Fancier BRT systems seem to attract better outcomes.	• Very little study due to newness of systems. • Everything is highly technical and very couched. • Can't make specific predictions.	• General trends seem to be positive.

	Citation	Type	Method	Findings	Limitations	Other Notes
23	O'Toole, Garson. "The Arc of the Moral Universe Is Long, But It Bends Toward Justice." Quote Investigator, November 15, 2012.	Blog post (online)				• Just wanted to find a source for this quote, and it turns out it's got a more complicated history than I thought.
24	"Our Vision & History." The Greenlining Institute, 2021.	Website				• Greenlining's mission / vision. That's all.
25	* Palm, Matthew, Steven Farber, Amer Shalaby, and Mischa Young. "Equity Analysis and New Mobility Technologies: Toward Meaningful Interventions." *Journal of Planning Literature* 36, no. 1 (February 1, 2021): 31–45.	Peer-reviewed journal article		• Use of technology does not necessarily mean equity. • Many tech pilots do not measure equity impacts. • Despite potential for some of these tech-based transit options to close equity gaps, no analysis is being done yet on the programs. • Gather baseline data before launching pilot to have a real comparison. • Case studies in US cities.	• Focus on ride-hailing, flexible, micro- and active transit rather than mass transit. • What works in one city doesn't automatically apply in another – have to adapt recommendations to local needs. • Doesn't address learning local needs.	• I'm not looking at tech solutions anyway. • Useful discussion of why it's important to measure equity as part of pilot programs. • Good reference for further reading about consequences of lack of transit.
26	Pickford, Helen Campbell, Genevieve Joy, and Kate Roll. "Psychological Ownership: Effects and Applications." Mutuality in Business research team Briefing Number 2 (October 20, 2016).	Report / guidelines / framework		• "a feeling of having a stake in it as a result of commitment and contribution" • "associated with positive outcomes for the organization, including increased motivation, company stewardship, and loyalty" • "can be fostered in an organization by enabling employees to contribute to their work creatively, learning about it, and contributing to decisions" • Discussion of collective and culture aspects.	• Not focused on planning / community building. • Steps are aimed at management rather than collectives. • Understanding how to build PO in a community planning setting is outside the scope of this paper.	• This is how to bring in diverse voices – make sure everyone feels ownership of the process / community. • Also a good way to develop continued organizational leadership a la Karner (2910).

	Citation	Type	Method	Findings	Limitations	Other Notes
27	* Pierce, Jon L, Tatiana Kostova, and Kurt T Dirks. "Toward a Theory of Psychological Ownership in Organizations." *Academy of Management Review* 26, no. 2 (April 2001): 298–310.	Peer-reviewed journal article		• Control is about agency and effectiveness in an environment. • PO leads to investment, and assumption of rights and responsibilities. • Can inspire change in organizations.	• Mostly theoretical. • Focus on individual, though with little practical advice.	• Original paper describing PO – how and why people get attached to things. • Included because Pickford (2016) cites it. • M J/E projects give back agency to the marginalized.
28	* Ponzanesi, Sandra. "Migration and Mobility in a Digital Age: (Re)Mapping Connectivity and Belonging." *Television & New Media* 20, no. 6 (September 1, 2019): 547–557. ISSN: 1527-4764.	Peer-reviewed journal article		• "Mobility justice recognizes that while mobility is a fundamental right for everyone, it is experienced unequally along lines of gender, class, ethnicity, race, religion, age, and able-bodiedness. Mobility justice as a concept is concerned with improving peoples' lives by enabling mobilities as a common basis for social justice. This includes broad issues such as improving infrastructures, housing services, transportation, education and health, and environmental conditions, alongside structural considerations such as power, governance, and accountability."	• Focused on digital access and mobility.	• Summary of M J/E field as interdisciplinary. • Emphasizes M J/E as about reducing barriers and increasing equity in access. • Discussion of different types of connectivity. • Important note that "equity / justice" isn't just about race and class.
29	*Principles of Mobility Justice.* 1st ed. Atlanta: The Untokening, 2016.	Report / guidelines / framework		• 10 specific topics, some more specifically transit-oriented than others, to consider in equity / justice work.	• Not specific to transit. • No measurement metrics proposed.	• Really great graphics and simple explanations of each principle.
30	"Resources." Untokening, 2020.	Website				• Just a list of other work that the group has done.

	Citation	Type	Method	Findings	Limitations	Other Notes
31	Rothstein, Richard. *The Color of Law: A Forgotten History of How Our Government Segregated America*. New York: Liveright, May 2018. ISBN: 978-1-63149-453-6	Book				• Cited because it's the basis of the Segregated by Design video.
32	Scott, James C. *Seeing Like a State: How Certain Schemes to Improve the Human Condition Have Failed*. Yale University Press, October 1, 2008.	Book		• Reducing the complexity of life to simple groups is purely for administrative ease. • Projects that do not account for complexity or allow flexibility for it are bound to fail.	• It's a long book, and contains so many other references and discussions that it's more like several books.	• Cited as a larger discussion for people who want more information about the concept.
33	* Sheller, Mimi. "Chapter 1 : Mobility Justice." In *Handbook of Research Methods and Applications for Mobilities*, edited by Monika Büscher, Malene Freudendal-Pedersen, Sven Kesselring, and Nikolaj Grauslund Kristensen, 11–20. Cheltenham, UK: Edward Elgar Publishing, August 18, 2020.	Book (chapter)		• Why mobility addresses larger issues of climate and environment. • Complexity of human movement is not captured by traffic engineering models. • Space, place, and race are driving factors for M J/E. • Must understand broader concepts to situate research towards solutions appropriately.	• Global scope is more than I can address in my project.	• Included as a discussion of the global context of "mobility" for those who are interested. • It's important, so I can't leave it out.
34	------. *Mobility Justice : The Politics of Movement in an Age of Extremes*. Brooklyn, NY: Verso, 2018.	Book			• Again, focus on global scope of "mobility" that is too big for this project.	• I'm still making my way through this book. • I've taken a break because it seems like it might not be as relevant as I thought.
35	Sisk, Ascala, Odetta MacLeish-White, Vedette Gavin, Tamika Butler, Liz Ogbu, Veronica O Davis, Nupur Chaudhury, et al. *Confronting power and privilege for inclusive, equitable, and healthy communities*. Technical report. April 2020.	Report / guidelines / framework				• Report that Butler (2020) wrote up in the blog post. • Mostly just including a citation to the actual report.

	Citation	Type	Method	Findings	Limitations	Other Notes
36	*Spectrum of Community Engagement to Ownership*. Facilitating Power, August 4, 2020.	Report / guidelines / framework		• Developmental stages of community involvement encourage moving through / upward.	• The examples at the end are difficult to follow, with the up and down arrows.	• Matt shared this on Canvas as a similar process to Arnstein's Ladder. • Another framework that focuses on community organizing and building power. • Ties in with PO - how to build it up in community. • Seems similar enough that it's worth a mention but not a full exploration.
37	*Transit Justice Principles*. New York: Transit Center. 2021.	Website		• Equitable, Sustainable, Economically Productive, Safe and Accessible, Affordable.	• Short text with no citations.	• Plain language explanation of what transit needs to be / have.
38	* Verlinghieri, Ersilia, and Tim Schwanen. "Transport and mobility justice: Evolving discussions." *Journal of Transport Geography* 87 (July 2020): 102798. ISSN: 0966-6923.	Peer-reviewed journal article		• How and why to take responsibility for addressing injustice, specific to transit. • How transit improvement projects can be used to support existing injustices, and how not to do that. • Society-centered planning as an emerging side of the study, rather than state-centered planning. • Identifies four "tendencies and impulses" in research.	• Focus on theory and research questions, and less on practical solutions.	• Four "tendencies and impulses" are very similar to Equity in Practice Pillars.

	Citation	Type	Method	Findings	Limitations	Other Notes
39	* Wachs, Martin, and T. Gordon Kumagai. "Physical accessibility as a social indicator." *Socio-Economic Planning Sciences* 7, no. 5 (October 1, 1973): 437–456. ISSN: 0038-0121.	Peer-reviewed journal article		• Reasons for including accessibility of transit in measures of social inequities. • "Through accessibility, there is a systematic relationship between the spatial distribution and intensity of development, and the quantity and quality of travel within a region." • If transit is a derived demand, accessibility doesn't matter so what other ways can we understand transit demand? • Complex relationship between quality of service and use.	• It's an old, foundational paper – lots has changed and been done since then.	• Discussion of the core reasons for why accessibility is M J/E and why it's important to understand them all together.

B List of On-Line Databases, Catalogs, and Keywords Search

database	keywords
San Jose State University One Search (Online Library Catalog)	mobility justice, mobility equity, transit justice, transit equity, transportation justice, transportation equity, participatory planning
Google Scholar	mobility justice, mobility equity, participatory planning, Alex Karner, Mimi Sheller, Regan Patterson
Duck Duck Go & Google	(all of the above)

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"Equity in Practice : A guidebook for transit agencies," 2021. https://transitcenter.org/how-transit-agencies-can-change-their-practices-to-deliver-more-equitable-service/.

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* Hamann, Cara, Corinne Peek-Asa, and Brandon Butcher. "Racial disparities in pedestrian-related injury hospitalizations in the United States." *BMC Public Health* 20, no. 1 (September 25, 2020): 1459. https://doi.org/10.1186/s12889-020-09513-8. https://doi.org/10.1186/s12889-020-09513-8.

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