

RACIAL EQUITY AND SOCIAL JUSTICE TOOL

FAST TRACK VERSION



Racial Equity
& Social Justice Initiative





Racial Equity and Social Justice Initiative
Racial Equity Analysis Tool
Fast-Track Version

INSTRUCTIONS

This abbreviated version of the Comprehensive RESJI Racial Equity Analysis Tool is intended for issues on a short timeline or without a widespread impact.

- Examples:
- single piece of legislation already drafted and introduced.
 - creation of a single position description and job posting for an open position
 - development of a single budget item proposal

For broader policies and legislation in its beginning phase, please use the full version of the RESJ Toolkit.

This tool should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process. The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice Initiative (RESJI): To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The “*What, Who, Why, and How*” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Name of topic or issue being analyzed:

Disposition of Surplus Starkweather Park Access Parks Property

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Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged?

There has been significant stakeholder engagement in this general area over the past few years, both in planning and redevelopment. Voit Farm has been a high-profile site for potential redevelopment, and the Milwaukee Street area in general received stakeholder information and public conversation as the Amazon facility was located. The Starkweather Group redevelopment proposal in particular has undergone extensive public information, engagement, and discussion, which has included robust coverage in actively moving towards redevelopment of the Voit Farm parcel in a timely manner.

1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

The City of Madison Surplus Property ordinance (MGO 8.075 – Disposal of Surplus City Real Property) provides a guide for disposition of City property and parcels that are not needed for a City approved plan or project and through which no other City Department has expressed interest in using though are under ownership of the City. One of the requirements of a direct transfer to adjacent property owner(s) includes an Equity Analysis of the proposed disposal of property.

This analysis is intended to give guidance on equity issues affecting the plan or project, or on best uses of the property, to serve under-represented communities.

This focus of this analysis is the direct transfer of a Parks-owned parcel directly adjacent to the Voit Farm property. Under DNR regulations, access must be maintained to the Starkweather Park site. The parcel, directly east of Voit farm (3614 Milwaukee Street), currently contains an unimproved access path. Any redevelopment of the area must include continued access to the Parks parcel north of Milwaukee Street.

Direct transfer of this parcel must support orderly development of the City, continued park access, and must actively serve under-represented communities. Under the ordinance, both adjacent property owners may be offered acquisition of the property.

Because both adjacent property owners are potential beneficiaries of this policy, this analysis covers both general considerations of disposal of the property to support housing, as well as a comparison of the positives and negatives of use of the parks parcel by either potential ownership entities based on the proposed plan from the Starkweather Group, potential discussed plan from the Ritter Group, and conversations with various agencies in DPCED.

b. What does available data tell you about this issue? (See page 3 for guidance on data resources.)

Available data for this issue primarily consisted of existing parcel boundaries, the surplus property disposal ordinance, and potential redevelopment plans for both adjacent parcels and how they would plan to incorporate the parks parcel into their redevelopment plans. Other data was considered, including data through Imagine Madison, the City's Comprehensive Plan, and all available housing and data reports that support criteria for equitable residential redevelopment.

c. What data are unavailable or missing?

Regardless of disposal of the property, the group generally wanted potential developers and policymakers to consider the following information, whether available or not:

1. Consider the effects of development adjacent to industrial uses, as well as ways to mitigate potential unintended consequences in future land approvals process. What are the design and site layout considerations that need to be taken into account when residing in close proximity to trucking/delivery/warehouse operations facilities or light industrial more generally?
2. Are there specific impacts related to noise, exhaust, lighting/brightness, etc. that any developments should more closely consider, or be encouraged to add through the land approvals process?

Though the existing Voit Farms development proposal from Starkweather will maintain park access, and expand parkland through dedication, the group requested consideration of data for both potential beneficiaries such as the impact of losing direct access off Milwaukee Street, maintaining access during development, counts of users, and whether existing users will face differing barriers to use. There was no determination made on these points, as this information is generally unavailable without significant study.

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal?

In general, there are several groups identified who could be impacted by this proposal, regardless of who is the beneficiary of the City's disposal process. Some of these groups include:

- Neighboring communities/residents adjacent to the area (both through expanded park/wetland access and redevelopment)
- Park users (maintaining/expanding access)
- Future residents of the area, on either and/or both sites
- People struggling to find housing in Madison (more generally – increasing access to housing options for residents)
- Former Temporary Permissible Encampment residents (residents experiencing houselessness who may still reside in the area, though no residents are reported as currently utilizing the site for camping)
- Business owners in the area
- Adjacent property owners (both)
- City (not having final approved plans for either site)

b. Who would benefit?

In general, and in no specific order, some of the groups that would benefit include:

- The City, which gains access and public benefit through redevelopment
- The City, through supporting orderly and predictable development
- Adjacent property owners (either), by gaining access and use to the parcel
- Future of the site itself benefits by being brought back into a more productive use
- Residents looking for housing more generally benefit by utilizing this parcel to support redevelopment
- Park users benefit by increasing access to the park site, which if Starkweather plan moves forward will be significantly expanded
- City plans/future residents benefit, which identified this area and support residential use at medium to high densities as the City continues to gain population

Additional benefits coming with transfer to Starkweather Group:

- Group has engaged with and discussed providing income- and rent-restricted development that meets the City's definition of low-cost housing, so lower-income residents stand to benefit directly through increased affordable housing opportunities
- Development timeline is clear and has already begun, which provides greater certainty in both outcomes and efficiency
- Likely supports local non-profit development partners that have historically worked to provide affordable housing opportunities to residents, both in rental and in owner-occupied housing
- Has committed to developing new-construction owner-occupied development opportunities that could advance homeownership goals of the City
- More orderly and predictable development by virtue of a clear, comprehensive redevelopment plan
- Supports a "transformational/catalytic" redevelopment opportunity that will significantly improve housing supply, access, and quality of life opportunities for current and future residents
- Considered by group to be more "shovel ready", more likely to move forward given extent of development conversations with City staff
- Have already done significant engagement with the community, interest groups, and others which have shaped a clear proposal of the site
- Transfer to this group supports increased/expanded park access as well as awareness and use of existing park through expansion

Additional benefits coming with transfer to Ritter Group:

- Workforce/potentially market income target, though the analysis group identified a strong priority to support affordable development in City investments and policies

c. Who would be burdened?

There are several groups that have the potential to be burdened through disposal and redevelopment:

- Unhoused residents that may or may not currently be residing in and/or have access to the park site
- Neighboring community (adjacent development can at times be marginally disruptive to full enjoyment of adjacent property)
- Indigenous residents, nations, and the first inhabitants of this land are continually burdened through not having opportunity in shaping land from which they were dispossessed.

d. Are there potential disproportionate impacts on communities of color or low-income communities?

There are several disproportionate impacts to be considered, both positive and negative:

Positive impacts:

- Especially in disposal/transfer to the Starkweather Group, the property transition supports low-cost income- and rent-restricted housing opportunities that are planned to be created on this site. Increasing availability of both renter- and owner-occupied affordable housing directly disproportionately benefits low-income households, but also households of color who are positively overrepresented in affordable housing completion reports of similar developments. Positively represented, meaning, in practice, that many BIPOC households have been able to access income- and rent-restricted housing, allowing for housing stability and potential wealth-accumulation through a reduction in housing costs – while living in newer, healthier housing than may otherwise be available in the market.
- Orderly and comprehensive redevelopment of the adjacent site, especially the Voit Farm site, provides opportunity for comprehensive environmental justice remediation, and ensure future residents of the site and all park users have access to a clean and safe environment to both live and recreate.

Negative impacts:

- As a temporary permissible encampment, this site was a location for residents experiencing houselessness, which are disproportionately residents of color. The site is not well-suited to long-term camping, as due to the wetlands and geography are a major obstacle to safe and healthy camping. There are currently no residents camping on the site, though this was considered in the analysis.

3. WHY

a. What are potential unintended consequences (social, economic, health, environmental or other)?

Potential unintended consequences include:

- Loss of open space access, even if temporary
- Potential loss of access to Starkweather Park directly off Milwaukee Street, though access will eventually be restored
- There are many unknowns with potential redevelopment of adjacent parcels, and no development plans are finalized
- Due to unknowns, there are less potential unintended consequences with the Starkweather Group development proposal, as they are further along in the development process and have done significant community engagement
- There remain questions on the frequency of transit access for either redevelopment that includes this site to ensure that future residents can access all daily need amenities
- Development of either parcel is close to rail line, industrial, etc., which may impact short-term livability if considerations are not taken into account in the redevelopment planning process

4. HOW: RECOMMENDATIONS SECTION

- a. Describe recommended strategies to address adverse impacts, prevent negative unintended consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

In review of the Disposal of Surplus Properties Ordinance, the analysis group noted that the current ordinance lacks any potential process or intent for the City to engage in conversation with indigenous Nations that were dispossessed of this land, and that acknowledgement and potential to return lands to Nations that have inhabited this place since time immemorial should be considered in future disposal processes. Though out of the purview of this review, the team wants to note and support review and potential revision of this ordinance as a process that has significant potential to return lands taken from indigenous Nations, returning lands for no to nominal fee when possible, should engagement with Nations determine that they be interested in such parcels.

After review of available materials, City plans, and likelihood of redevelopment (gauged by stage of the development and approvals process), the analysis review team noted several significant advantages for transfer to the Starkweather Group coming out of the RESJI Analysis. Some of these potential advantages include:

- The potential to utilize disposal of surplus property to support community investments that uphold community engagement, both in City plans and in neighborhood meetings such as inclusion of significant owner-occupied opportunities, inclusion of affordable housing opportunities, etc.
- The mix of unit type potential, with the inclusion of this parcel, support complete neighborhoods with a wide range of housing types, tenures, and price points
- Consistent with plans, and supports orderly development that is commendable in development of new neighborhoods
- Beneficial to the City in supporting the needs of residents that lack access to low-cost income- and rent-restricted housing opportunities
- Supports and increases access to parkland and park facilities through leveraging this parcel to connect with larger parkland dedication through redevelopment
- Timelines of redevelopment are more predictable and consistent, allowing for a greater level of certainty in redevelopment outcomes

Though the analysis team generally believes that redevelopment of the property and inclusion of a diversity of housing types and tenures supports the RESJI goals of the City most closely, the team also recommends that in all cases (not specific to any development), that development at significant density in this area should be followed closely with Metro review for potential for improvements in transit access to the area. Though transit access is already frequent, the ability to further leverage multiple City investments in ways that support residents (especially lower-income residents and residents with less access to private transportation) should be reviewed pending any land use approvals and construction following from disposal of this parcel for redevelopment.

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
<http://madison.apl.wisc.edu>
- Open Data Portal (City of Madison):
www.cityofmadison.com/data
- Madison Measures (City of Madison):
<https://www.cityofmadison.com/finance/documents/MadisonMeasures-2016.pdf>
- Census reporter (US Census Bureau):
<http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
<http://racetoequity.net>
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
[U.S. Census Bureau QuickFacts: United States](https://www.census.gov/quickfacts/wisconsin)
- Demographics Services Center (WI Dept of Administration):
[DOA Demographic Services Center \(wi.gov\)](http://www.doa.wisconsin.gov/demographic-services-center)
- Applied Population Laboratory (UW-Madison):
www.apl.wisc.edu/data.php

Federal

- US Census:
[Explore Census Data](https://www.census.gov/data.html)
- 2010 Census Gateway (US Census):
www.census.gov/2010census