Raising Expectations: Using Green Infrastructure to Improve Equity in Underserved Communities

New Partners for Smart Growth, Baltimore, MD, Jan 31, 2015

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Green Infrastructure & Equitable Redevelopment in Lawrence, Mass.

Brad Buschur || Groundwork Lawrence

January 31, 2015
Mission

To bring about the **sustained regeneration**, improvement and management of the physical environment **by developing community-based partnerships** which empower people, businesses and organizations to promote environmental, economic and social well-being.
Community Mandate

- Family Events
- Community Cleanups
- Healthy Living Workshops
- Community Planning

- Parks & Playgrounds
- Rivers & Canals
- Tree Canopy
- Trails & Greenways
- Stewardship

- Green Jobs
- Service Learning
- Youth Employment
- Schoolyard Gardens
- Environmental Educ.
- STEM Education

- Active Spaces
- Community Gardens
- Urban Farming
- Farmers Markets
- Veggie Rx & Incentives
Lawrence: Rock, Paper, Scissors
About Lawrence / Massachusetts

- Population ................................................. 77,657 (12th largest city)
- Hispanic or Latino ....................................... 73.8% (9.6%)
- Foreign born ................................................ 37.6% (15%)
- Persons below poverty line ........ 29.2% (11.4%)
- Median household income .......... $32,851 ($66,866)
- Housing units in multi-unit structures .... 75.9% (41.7%)
- Share of combined sewers in system ....... 72%
Park / Infrastructure Projects (2001-2014)

Legend:
- Park Development or Renovation
- Community or Schoolyard Garden
- Spicket River Greenway
- Shared-Use Path in Pre-Development
- Streetscape Enhancements

Manchester Street Park (2009)
Kennedy Playstead (2007)
Immigrant Park (2012)
Reviviendo Park (2001)
Scarito Park (2006)
Misserville Park (2007)
Storrow Park (2003)
Esex Street Enhancements (2005)
Oxford Park (2013)
Costello Park Handball Courts (2008)
South Common Playground (2008)
<table>
<thead>
<tr>
<th>Park Project</th>
<th>Budget</th>
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<tbody>
<tr>
<td>Howard Playstead</td>
<td>$500,000</td>
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<tr>
<td>Community Gardens</td>
<td>$320,000</td>
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<tr>
<td>North Common (Phases I, II, III)</td>
<td>$1.5 million</td>
</tr>
<tr>
<td>Spicket River Greenway</td>
<td>$3.0 million</td>
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<tr>
<td>Oxford Park</td>
<td>$1.2 million</td>
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<tr>
<td>Union Crossing Corridor</td>
<td>$600,000</td>
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<tr>
<td>Costello Garden</td>
<td>$30,000</td>
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<tr>
<td>Facella Lot</td>
<td>$200,000</td>
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<tr>
<td>Spicket River Revitalization</td>
<td>$100,000</td>
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<tr>
<td>Gar Park</td>
<td>$250,000</td>
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<tr>
<td>Tattersall Farm</td>
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<tr>
<td>Registry Lot</td>
<td>$80,000</td>
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<tr>
<td>The Point</td>
<td>$250,000</td>
</tr>
<tr>
<td>Ferrous</td>
<td>$2.75 million</td>
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<td></td>
<td>$11.0 million</td>
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</tbody>
</table>
2015 – 2019 Park Project Pipeline

- Kane Lot $600,000
- South Common (Phases I, II) $800,000
- Methuen Rail Trail $750,000
- Spicket R. Greenway (Jackson/Newbury) $150,000
- Lawrence Rail Trail $2.5 million
- North Canal Tow Path $600,000
- Costello Garden Expansion $30,000
- Merrimack Riverwalk $2.75 million

$9.2 million
2009 – 2014 Planning Projects

• North Canal
  — Placemaking Workshops
  — Urban Land Institute Technical Assistance Panel

• Urban Waters
  — Spicket River Baseline Report
  — Spicket River Crew

• Brownfield Assessment Program
  — Lawrence Downtown West Planning Study
  — Regional Public Safety Training Facility
  — Buckley Garage

• Urban Forestry
Public-Private Partnership

- Funding: City (CDBG), State (Environmental Bond), Federal (EPA – Brownfields)

- City provides overall strategic guidance, project oversight and fiscal management

- Groundwork provides project management, organizes community outreach, and frequently contracts with consultants (Surveyors, Civil Engineers, Structural Engineers, Geotechnical Engineers, Environmental Engineers, Landscape Architects, Architects, General Contractors)
The Spickett River Greenway: A series of riverfront parks
The Spicket River Greenway: A series of riverfront parks
Dr. Nina Scarito Park (2.8 acres)
Former Mill / Industrial dry cleaner site
Dr. Nina Scarito Park (2.8 acres)
Former Mill / Industrial dry cleaner site
Dr. Nina Scarito Park (2.8 acres)
Former Mill / Industrial dry cleaner site
Manchester Street Park (5 acres)
Former Trash Incinerator / rail yard
Manchester Street Park (5 acres)
Former Trash Incinerator / rail yard
Manchester Street Park (5 acres)
Former Trash Incinerator / rail yard
Manchester Street Park (5 acres)
Former Trash Incinerator / rail yard
Spicket River Greenway:
Connecting the Parks
Stevens Pond: Before Greenway
Stevens Pond: Before Greenway
Stevens Pond: After Greenway
DPW Yard: Before Greenway
DPW Yard: After Greenway
DPW Yard: Before Greenway
DPW Yard: After Greenway
DPW Yard: After Greenway
Erving Avenue: Before Greenway
Erving Avenue: After Greenway
Hayden Schofield Playstead: Before Greenway
Hayden Schofield Playstead: After Greenway
Hayden Schofield Playstead: After Greenway (Causeway)
The Greenway at Immigrant Place Park
The Greenway at Immigrant Place Park
The Greenway at Immigrant Place Park
Stewardship
The Spicket River Clean-up
Stewardship
The Spicket River Clean-up
Stewardship
The Spicket River Clean-up
Stewardship
The Spicket River Clean-up
The Ferrous Site (5.4 acres)
Confluence of the three water bodies
Urban Environmental Education
Urban Environmental Education
Urban Waters Heritage: Canal, Locks, Sanitation innovation, CSO
Scenic Waterfront
Existing conditions
Vegetation strategy
Cross Sections
Green Infrastructure: Swale and rain garden
Green Infrastructure:
Porous paving and bridge at rain garden
Community Engagement
Community Engagement
New Partners for Smart Growth

Raising Expectations - Using Green Infrastructure to Advance Social Equity

Robin Corather
Groundwork Cincinnati
Mill Creek Healthy People/Healthy River Strategy

www.groundworkcincinnati.org
20 Years Ago....
20 Years Ago....
Most Endangered Urban River in North America
Community Engagement
Visioning, Planning & Design
Community Implementation & Stewardship
ECOLOGICAL REGENERATION
Laughing Brook Public Art, Education, and Green Infrastructure
Laughing Brook Constructed Wetland
Transformation of Derelict Property
Green Infrastructure
Mill Creek Greenway Trail
Bike Safety and Repair Workshops
Freedom Trees & Edible Forest Gardens
Capacity Building - Green Team Youth
Employment & Environmental Education
Green Careers and Pathways

Cincinnati Mill Creek

GROUNDWORK

CHANGING PLACES
CHANGING LIVES
Trinity River Corridor Project
Dallas
10% OF THE U.S. POPULATION SUFFER FROM ASTHMA

ABOUT 64,000 PEOPLE A YEAR DIE FROM PM EXPOSURE—MORE THAN DIE FROM AUTOMOBILE ACCIDENTS.

Source: Howard Frumkin, Lawrence Frank, Richard Jackson: “Urban Sprawl and Public Health”

http://www.flickr.com/photos/unspecific/193481842/
About 300,000 people die preventable deaths each year as a result of being obese.

For diabetics, walking just 2 hours per week can reduce their death rate by 40%.
19,000 trees at maturity will sequester about 380 tons of CO2 -- the equivalent of about 750,000 miles travelled in an automobile
300 acres of wetland would annually sequester from 3,000 to 4,000 tons of CO2.
A New Map of Blight in Dallas Highlights the Depth of the North-South Divide.
The Dallas Observer, July 12, 2013
The park trail system will accommodate multiple users and events.
New Partners for Smart Growth, 2015 Baltimore Conference

Ignacio F. Bunster-Ossa, FASLA
New Partners for Smart Growth, 2015 Baltimore Conference

Ignacio F. Bunster-Ossa, FASLA
Social equity must involve opportunities for learning.

“Research shows that the summer break takes a toll on learning. Either kids aren’t doing much of it at home or they don’t have access to education programs or activities.” – See more at: http://education.kera.org/tag/continental-avenue-pedestrian-bridge/#sthash.pnGSwjR6.dpuf
Anacostia Bridge Park
Washington, DC
LET'S GO PLAY

nature play

trampoline

climbing nets

water play

water play

play pods

boating
After jumping on a trampoline for 10 minutes, a 150-pound adult burns around 42 calories.

http://www.livestrong.com/article/294387-how-many-calories-burned-for-10-minutes-trampolining/
New Partners for Smart Growth, 2015 Baltimore Conference

Ignacio F. Bunster-Ossa, FASLA
LET'S GO RESTORE

New Partners for Smart Growth, 2015 Baltimore Conference
RESTORE THE ENVIRONMENTAL, ECONOMIC AND CULTURAL VITALITY OF A LOST ECOLOGY.
AREAS OF DC WITH LIMITED SUPERMARKET ACCESS (2011)

1 IN 3: DC RESIDENTS AT RISK OF HUNGER

49.9%: THE POVERTY RATE FOR CHILDREN UNDER 18 IN DC. THIS COMPARES TO 37.9% NATIONALLY
WARD 8
1: 23,016
(supermarkets to pop)

DC
1: 14,029
(supermarkets to pop)

WARD 8
71.5% obese or overweight
18.3% with diabetes

DC
5% obese or overweight
8% with diabetes
greenhouse
herb wall
hydroponic chandeliers & hop vines
nutrition education
edible walk
fruit & nut forest
New Partners for Smart Growth, 2015 Baltimore Conference

Ignacio F. Bunster-Ossa, FASLA
Raising Expectations: Using Green Infrastructure to Advance Equity in Underserved Communities

Robert Garcia, JD
Founding Director and Counsel, The City Project
Assistant Professor, Charles Drew University of Medicine and Science
Goals

• Create multibenefit green and blue projects for health and recreation, economic vitality, “one water” management, climate resiliency,
• Analyze park and health disparities
• Promote community engagement and empowerment
• Use civil rights tools
• Provide equitable funding, public and private
• Recommend next steps
• Tell a story
We heard from the community. Too many children, especially children of color, don’t have access to parks where they can run free, breathe fresh air, experience nature, and learn about their environment.

This is an issue of social justice.

Because it’s not enough to have this awesome natural wonder within your sight—you have to be able to access it.

President Barack Obama
San Gabriel Mountains National Monument
October 10, 2014
Bringing the San Gabriel Mountains Closer to the People

By Robert Garcia | on February 9, 2012
Public access and recreational opportunities help address health challenges. Studies show that recreational access to public lands translates to youth activity and lower youth obesity.

Parks also play an important role in supporting local economies.

White House Statement
San Gabriel Mountains National Monument
“The City Project’s work on park access is one of the two leading areas in environmental justice.”

Leslie Fields, Sierra Club
“The president not only displayed compassion and understanding of environmental justice but was fundamentally motivated by the issues when he declared the San Gabriel Mountains National Monument.

The City Project, thanks for your work to make the case for environmental justice and the San Gabriel National Monument a reality.”

Daniel Rossman, chair
San Gabriel Mountains Forever coalition
The values at stake

*Fun, health, and human development*

*Conservation values including climate action*

*Economic vitality: create jobs, avoid displacement*

*Art, culture, spiritual, and Native American values*

*Equal justice, democracy, and livability for all*

“Ultimately, we can appeal to the values that we strive to achieve as a community and democracy and emphasize the inherent democratic nature of public spaces.”
Los Angeles parkland

The amount of park acreage available to L.A. residents varies widely from one part of the city to another. Nationally, some park planners recommend six to 10 acres of parks per 1,000 residents.

City Council districts

<table>
<thead>
<tr>
<th>District number</th>
<th>Acres of parkland per 1,000 residents</th>
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<tbody>
<tr>
<td>11</td>
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<tr>
<td>2</td>
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<td>15</td>
<td>4.77</td>
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</tbody>
</table>

Note: Includes city parks, Angeles National Forest and Santa Monica Mountains National Recreation Area.

Source: The City Project: “Healthy Parks, Schools and Communities,” 2006

Los Angeles Times
Two Legal Frameworks for Reviewing Title VI Claims

- Disparate Treatment Discrimination
  - Similarly situated persons treated differently based on their race, color, or national origin
  - Action was, at least in part, based on race, color, or national origin

- Disparate Impact Discrimination
  - Policy or practice that is neutral on its face, but has a disproportionate adverse impact on persons of a particular protected class
JAPS KEEP MOVING

THIS IS A WHITE MAN'S NEIGHBORHOOD.
“Simple justice requires that public funds, to which all taxpayers of all races contribute, not be spent in any fashion which encourages, entrenches, subsidizes, or results in racial discrimination.”

President John F. Kennedy, message to Congress on Title VI of the Civil Rights Act of 1964
"We do not have to be lawyers to understand, ‘Do unto others as you would have them do unto you’”

Senator Hubert Humphrey, Senate Debate on Civil Rights Act of 1964
President’s **Executive Order 12898** on Environmental Justice and Health @ 20
Civil rights compliance and equity plan in positive terms

Applies to recipients of federal funding

1. What do you plan to do

2. Analyze the burdens and benefits on all people

3. Analyze the alternatives

4. Include people of color and low-income people in the planning process

5. Implement a plan to distribute the benefits and burdens fairly and avoid discrimination
Environmental Justice Principle

- Environmental justice embraces the principle that all people and communities are entitled to equal protection of our environmental, health, employment, education, housing, transportation, and civil rights laws.
“A heroic monument” and “a symbol of hope.”

Los Angeles Times Magazine
The City Project “organized a civil rights challenge that claimed the project was the result of discriminatory land-use policies that had long deprived minority neighborhoods of parks.”

Los Angeles Times Front Page
Los Angeles State Historic Park “is not here because of the vision of politicians, or some design or plan. This park is here because of the struggle and agitation by the community. The community stopped the industrial warehouses to create the park in the most park poor city in the nation.”

Senator Kevin de Léon
Structural obstacles to fund health justice

The more committed to the environment, the less likely a foundation will fund social justice

15% of enviro dollars benefited marginalized communities

Only 11% to advancing social justice

Public and nonprofit expenditures are most strongly associated with race and ethnicity. Black and Latino communities suffer from lower expenditure levels by both

Nonprofits must implement compliance and equity plans
The pillars of new liberalism

Reduce taxes

Reduce government services

Eliminate the social safety net

Privatize services

Deregulation

Let the market decide
It takes a movement

The Civil Rights Movement

The Environmental Justice Movement

The Health Justice Movement
Civil rights lawyers in and out of court

Courageous Courts
Brown v Board of Education 1954, Hernandez v Texas 1954

The Movement in the Streets
March on Washington 1963, Selma 1965

Legislation
Civil Rights Act 1964

The President
LBJ broke filibuster

Implementation by agencies and attorneys
Title VI funding

Right to vote
1964 mandate for civil rights; 2008 election
Using Civil Rights Tools to Address Health Disparities

Michael Rodriguez, MD, MPH; Marc Brenman;
Marianne Engelman Lado, JD; and Robert García, JD

Policy Report
The City Project
2014
Robert Garcia
Founding Director and Counsel
Community Faculty, Charles Drew University
rgarcia@cityprojectca.org

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CDU-AXIS, Grant# U54MD007598 from NIMHD

California Endowment

Kresge Foundation
Human health includes a state of complete physical, mental and social wellbeing, and not merely alleviating chronic diseases including obesity and diabetes. World Health Organization.

Social determinants of health: where people live, learn, play, pray, and age.
Fun, health, and human development: Children who are physically fit tend to do better academically, and parks can create community and drive out vandalism and crime.
Conservation values: Clean air, water, and land, complete green streets with transit, biking, hiking, and safe routes to schools, saving habitat, and climate justice.
Economic values: Jobs and apprenticeships for youth, diversification of government contracts, gentrification and displacement as greening makes communities more desirable and expensive.
Art, culture, spiritual, and Native American values.
Equal justice, democracy, and livability for all. “Ultimately, we can appeal to the values that we strive to achieve as a community and democracy and emphasize the inherent democratic nature of public spaces.”
Unjustified Discriminatory Impacts

1. Are there numerical disparities?

Data collection and analysis, anecdotal evidence, statistical studies, GIS mapping. demographics

2. Are the disparities justified by business necessity?

3. Are there less discriminatory alternatives to accomplish similar goals?
Intentional Discrimination

Circumstantial evidence of intent

1. **Numerical impact** is the starting point for analysis.

2. Is there a **history of discrimination**?

3. Are there departures from substantive values?

4. Are there departures from normal procedures?

5. Is there a pattern of discrimination?

6. Do decision makers know the harm they will cause