

# Vulnerable Road Users Safety Assessment Public Involvement Plan



Aubree Flores & Mandia Gonzales

MetroPlan Flagstaff

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## Introduction and Overview

MetroPlan has developed recommendations to be used as part of the Vulnerable Road Users Safety Assessment. The Public Involvement Plan (PIP) will provide a general set of public involvement activities associated with each task.

This PIP is a living document, meaning that it may be altered to accommodate further recommendations and strategies that better support the project needs and desired outcomes.

MetroPlan is a federally designated Metropolitan Planning Organization (MPO) for the Flagstaff region. According to federal regulations (23 CFR 450.104), an MPO is the required forum for cooperative transportation decision-making for the area. The MPO is considered the engine that drives regional collaboration and coordination, facilitating local resources to meet regional transportation needs while being responsive to community interests and local laws and policies.

### Vulnerable Road Users Safety Plan

MetroPlan’s goal is to make the Flagstaff Region’s streets safer for all who use them, especially those who are the most vulnerable – people who walk, bicycle, and roll. This plan builds on the work of the [Regional Transportation Safety Plan](#), [Regional Transportation Plan](#), [Active Transportation Masterplan](#) (City of



Flagstaff), and the [statewide transportation safety plans](#) from the Arizona Department of Transportation. MetroPlan supports the elimination of traffic fatalities and serious injuries and will adopt a “Vision Zero” policy as part of its Vulnerable Road Users Safety Action Plan.

The VRU Safety Plan will identify crash trends, risk factors, high-crash locations, emphasis areas, establish regional performance measures, and potential projects, programs, and policies that will lead our region to zero fatalities and serious injuries.

## Planning for Public Engagement

This Public Involvement Plan (PIP) is intentionally designed to be flexible and adaptable to change and adjustment throughout the planning process and to address all applicable requirements. This document will evolve and eventually become a record of all public involvement efforts and outcomes. Every version will be dated for documentation purposes.

### Guidance from the International Association for Public Participation

In planning for public engagement activities, it is helpful to refer to the [International Association for Public Participation \(IAP2\)](#) guidance to ensure that communications, outreach, and involvement activities are conducted in a manner appropriate and relevant to each unique project situation. This thoughtful approach to planning to engage the public encourages credibility through consideration of what “promise to the public” can be accomplished by each project. The levels of the IAP2 Public Participation Spectrum (see below) include *Inform*, *Consult*, *Involve*, *Collaborate*, and *Empower*.

The *Inform* level represents the lowest level of public impact on a decision; the public at this level is a recipient of information. The *Empower* level represents the highest level of public impact on a decision;

the public at this level is a decision-maker (e.g., voting on a transportation tax). The promise to the public varies between those two extremes within the remaining three levels.

**The overall goal is to *involve* the public in the Vulnerable Road Users Safety Assessment.**

Due to MetroPlan’s unique positions in the region, we have the ability to recommend and influence decision makers in the region. However, MetroPlan has no authority over roadway improvements, but we do support our jurisdictional partners through project prioritization and seeking federal funding to deliver timely projects that improve transportation safety in the region. The feedback and direction we receive from the community will be provided to the decision-makers and agency staff to inform their future plans, programs, projects, and policies.

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
<i>Role of the Public</i>	<i>Recipient</i>	<i>Commenter</i>	<i>Participant</i>	<i>Partner</i>	<i>Decider</i>
<b>Promise to the public</b>	We will keep you informed	We will keep you informed, listen to, and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide

Source: IAP2 “Planning for Effective Public Participation” Student Manual © 2006.

The Vulnerable Road Users Safety Plan will not only review and provide solutions-based crash data and trends but will also focus on reaching the people that don’t typically participate in the planning process.

### How We Will Engage the Public

Outreach efforts for the VRU will focus on reaching disparate communities, people, and/or organizations that support people with disabilities, the houseless, and people who rely on non-vehicle modes for daily travel. Through the adopted Regional Transportation Safety Plan, Stride Forward, and Active Transportation Plan much outreach has been conducted region-wide around the broader communities' safety concerns related to walking and bicycling.

The VRU is an opportunity to expand outreach and to better understand both safety and equity issues related to underserved groups through in-person opportunities, passive advertising, and online forums. The overarching goal is to reach people where they are to gain insights and build trust in the community. Below summarizes MetroPlan’s intent to reach these communities and provide opportunities for additional information from the broader public.

## Working with local organizations and partners

Using existing channels of communication and community organizations will help staff to reach underserved and disparate communities impacted by transportation safety.

### Local Organizations

The VRU team will conduct outreach at local organizations that support people who rely on non-motorized transportation. Focuses may include the unsheltered, seniors, people with mobility issues, and school zones.

*MetroPlan will conduct up to (5) Focus Groups at local support services and community organizations to gain valuable feedback on current issues and needs by these communities.*

### Neighborhood Associations

The VRU team will conduct outreach in neighborhoods where underserved and/or Title VI communities are present. Not only to provide information, but to seek valuable feedback and information, and to build relationships with key stakeholders.

*MetroPlan will conduct up to (2) presentations and discussions at neighborhood associations.*

### Impacted areas and corridors

The VRU team will conduct outreach in where disparate communities, seniors, and people with disabilities live, work, and play that are along high injury networks in underserved and/or Title VI communities. This may include pop-up outreach at strategic locations such as laundry mats, transit hubs, international grocery stores, etc.

*MetroPlan will conduct up to (4) pop-up events (depending on available funding)*

### Public Events

The VRU team will make every effort to connect with the community at existing community events. This may include not only project outreach but the opportunity to provide safety education to the broader community.

*MetroPlan will attend up to (5) public events.*

### Commissions and Committees

The City of Flagstaff and Coconino County offer a variety of citizen lead commissions and committees that could bring unique perspectives to the planning process along with gaining stakeholder buy-in.

- [Commission on Inclusion and Adaptive Living](#)
- [Indigenous Commission](#)
- [Mountain Line \(NAIPTA\) TAC](#)
- [Transportation Commission](#)
- [Bicycle Advisory Committee](#)
- [Pedestrian Advisory Committee](#)
- Coordinated Mobility Council

*MetroPlan will engage with these groups through formal presentations and through citizen representatives or agency staff to further the topic of Transportation Safety and Vision Zero. The total number of presentations is TBD based on commission schedules and agenda items.*

**Advertising and notifications**

Advertising opportunities for feedback may be provided in a variety of ways:

- Posters at strategic locations (Bus stops, charity centers, shelter services, etc.)
- Bus stop/in bus advertising
- Library/community centers
- E-news updates to the public and partner organizations
- Social Media

**Project Website**

The VRU will have a prominent presence at [www.metroplanflg.org/safetyplan/vru](http://www.metroplanflg.org/safetyplan/vru) including opportunities for the public to review the information, data, and provide comments at their convenience. We will further rely on our network of stakeholders to direct their constituents to the project website through their agency or individual communication channels.

**Summary of Activities (Tentative)**

Quantity	Est. Dates	Outreach Type
5	Oct/Nov	Focus Groups
2	Oct/Nov	Neighborhood Assoc.
4	Nov/Dec	Pop-up events on impacted corridors
5	Ongoing	Public Events (NAU Disability Resource Fair, Earth Day....)

## Reporting of Results

The results of the public involvement program will be important to help policymakers in the region understand public opinion related to actions that will be needed to achieve the Vulnerable Road Users Safety Plan Goals.

All conversations with stakeholders and the public (e.g., notes from in-person and virtual meetings, survey results, etc.) will be documented and posted to the project website. The documentation of conversations and survey results, therefore, will be thoughtfully prepared and summarized to provide credible assurance to stakeholders and the public that MetroPlan is listening.

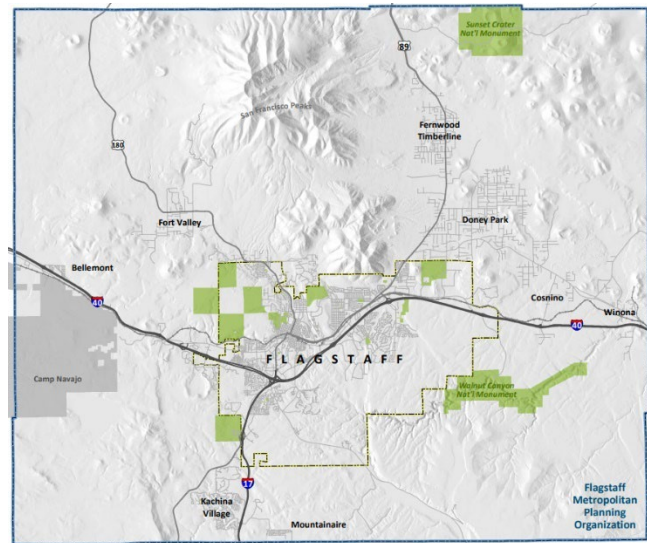
## Appendix A – 4-Factor Limited English Analysis

The Vulnerable Road Users Safety Action Plan is a core product for the MetroPlan region. This planning effort is focused on the region’s most vulnerable road users – pedestrians, bicyclists, and people who roll outside of a vehicle and will analyze transportation safety for the region.

MetroPlan has used information from the [2018-2022 American Community Survey](#) to determine the extent of the need for translation services of its materials. The results of the analysis showed that 3.7% of households speak English less than “very well”.

As per the MetroPlan Title VI Plan (<https://www.metroplanflg.org/title6>), MetroPlan utilizes the principles of four-factor analysis to come to the following conclusions:

Image 1: MetroPlan Region



- 1) **The number or proportion of LEP persons eligible to be served or likely to be encountered by the program or grantee.** There are 94,868 people in 34,214 households in the MetroPlan Planning Region, according to the 2018-2022 American Community Survey (ACS) estimate.

*The Limited English Proficient (LEP) persons are 3,396 or 3.7% of the total population.*

- 2) **The frequency with which LEP individuals come in contact with the program.** MetroPlan has had no incidents or encounters in the last year with non-English speaking members of the community.
- 3) **The importance of the service provided by the program to people’s lives.** MetroPlan activities are related to identifying and planning to fund future projects, which will then be implemented by its member agencies. These activities are vital and affect all people living in communities under the jurisdiction of MetroPlan.
- 4) **The resources available and the overall cost to MetroPlan.** MetroPlan has limited staff and financial resources.

### *Results:*

Based on the low number of LEP people, number of contacts and resources available, no language translation is required.

Transportation planning touches the lives of all persons in the MetroPlan member area. MetroPlan will make every effort to provide those who speak English “less than very well” the opportunity to

participate in the planning process. Public Meeting Notices provide information on obtaining interpreter services.

We have determined that the translation of large plan documents and maps is not warranted at this time, as the *Safe Harbor Law* triggers are barely attained. However, MetroPlan will provide translation services upon request with advance notice.

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*The guidance for Limited English Proficiency (LEP) for DOT recipients refers to persons aged 5 years and over who speak English less than "very well." For Limited English Proficient (LEP) persons, the Federal guidance (Federal Transit Administration Circular 4702.1B) also notes that DOT has adopted the DOJ's Safe Harbor Provision. This Provision stipulates that the targeted minimum number of recipients regarding the translation of written materials for LEP populations is **five percent or 1,000 persons**, whichever is less, of the total population of persons eligible to be served. See <https://www.lep.gov/title-vi-guidance-for-recipients> Data from 2022 ACS 5-Year estimates, Table B16005.*



## Appendix B – Public Outreach Goal Setting

- 1. What is the scope and goals of the issue/process? Provide description: (Does it build on something existing or is this new? Is it demographically based? Citywide versus smaller geographic area; non-geographic; affects everyone equally or some groups more than others. What is the final product?)**

- It is a new safety plan focused on vulnerable road users (bicyclists, pedestrians, etc.) plan to achieve Vision Zero for the region.
- Traffic safety affects everyone in the region, but this planning effort allows a deeper dive into the data and observations of our Title VI communities to determine if there are traffic crash related disparities within those communities.

- 2. Does the proposed project/issue directly or indirectly impact (check all that apply):**

- Racial disparity (different outcomes for individuals based on race. e.g. are some services benefiting some communities more than others.)
- Institutional Racism (policy or program change that impacts communities of color.)
- Multiculturalism (equal rights and respect for all cultural groups.)
- Creating the conditions for understanding, respect and interaction between cultures.

- 3. Who's affected by the proposed project/policy?**

The planning effort will identify transportation safety project that benefits all the population even if there is a focus on the underserved, disadvantaged, people with disabilities/mobility issues, children and seniors, race and ethnic population

Please describe how these groups are affected:

- Improvements to reduce and eliminate life-changing traffic crashes (serious injuries and fatalities)
- Encouraging safe behaviors for all modes
- Education focused on being traffic safe while walking and bicycling
- Improved connections to schools and community assets
- Recommended policies to Partner Agencies to prioritize traffic safety design and investments
- Depending on location(s) of improvements, could encourage gentrification and/or displacement.

- 4. What is the timeline for completion of this process? Deadline for project completion:**

- June of 2025

**5. Describe Timeline: (Include any legal requirements (e.g. SEPA), political commitments, and staff goals.)**

- Development of goals and objectives
- Analysis of crash data
- Cration of a Risk Exposure Assessment that can inform this plan and future plans
- Identify priority projects that can be implemented in a 2–5-year timeframe – with an emphasis on pilot or temporary solutions to not only gain community feedback but to also improve safety immediately.
- Establish Vision Zero commitment by the MetroPlan Executive Board
- Seek funding to implement both temporary and permanent safety countermeasures
- Delivery of FHWA SS4A compliant safety action plan.

**6. What are the objectives in involving the public in this process/project?**

- Gain insight into the issues impacting our most vulnerable populations and transportation users.
- Pair the lived experiences with data.
- Establish the complexity of an issue.
- Develop innovative policy, programs, and project options.
- Use to define the problems and to find solutions
- Test infrastructure ideas.
- Build consensus and support around the need.
- Identify and understand the risks.
- Find the most effective and cost-efficient solutions to safety issues.
- To establish MetroPlan as source for transportation information within community.
- Ensure community feels heard in the planning process.
- Sharing with the community the pros and cons of options.
- Building relationships and trust with specific underserved groups, organizations, and communities.
- Strengthening relationships between constituencies and the community.
- Developing alternative methods for public engagement for underserved communities.
- Maintaining and deepening relationships within a community.

**7. What are the constraints to public influence?**

- Acceptance/support of projects by the general population
- Demonstrating and creating empathy for vulnerability of pedestrian and cyclists
- Educating the public on road ownership and limitations to the planning process.
- Previous commitments: Lack of projects implemented in a timely manner.
- Confusion on Metroplan’s role and our ability to influence to change.

**8. Public Role: (check all that apply)**

- Inform:** Educate the public about the rationale for the project or decision; how it fits with goals and policies; issues being considered, areas of choice or where public input is needed.
- Consult:** Gather information and ask for advice from citizens to better inform the work on the project.
- Collaborate:** Create a partnership with the public (key stakeholder groups) to work along with the MetroPlan/City in developing and implementing the planning process or project.
- Shared Decision-making:** Decision-makers delegate decision-making power to stakeholders or give them a formal role in making final decisions to be acted upon.

**9. Describe any legally mandated public involvement (e.g. SEPA):**

- None

**10. What type of decisions are to be made in this process? Describe nature of decision:**

- What is the decision to be made?
  - Identify/prioritize projects that can be implemented timely.
  - Prioritize projects by their safety score and equity rating.
  - Encourage local partners (City of Flagstaff, NAU, Coconino County, Mountain Line) to prioritize staff and funding for the high-priority safety projects.
- Who do they affect?
  - Everyone
- Who influences and who makes the decisions?
  - MetroPlan Executive Board
  - MetroPlan Technical Advisory Committee (TAC)
  - MetroPlan Management Group
  - Flagstaff City Council
  - Coconino County Board of Supervisors
  - Key staff and directors and partner agencies
- Who puts together the recommendations for making the decision?
  - MetroPlan is leading recommendation effort in partnership with agency partners.
- Who makes the decision?
  - MetroPlan Executive Board
  - MetroPlan Technical Advisory Committee (TAC)
  - MetroPlan Management Group
  - Flagstaff City Council
  - Coconino County Board of Supervisors
  - Key staff and directors and partner agencies

**11. Who are the Decision-makers? (check all that apply)**

- ✓ MetroPlan Executive Board
- ✓ MetroPlan Technical Advisory Committee (TAC)
- ✓ MetroPlan Management Group
- ✓ Flagstaff Mayor
- ✓ Flagstaff City Council
- ✓ Coconino County Board of Supervisors

**10. Who are the stakeholders in the process?** (Include all who are affected: client, sponsor, influencers, end users, “bystanders,” media, others affected by the process/action. Pay particular attention to identifying those who typically don’t participate or have a voice, but who are affected like people of color, immigrants, low income households, elderly, youth, etc.)

- Identify specific stakeholders:
  - Decision makers (Department Director; Mayor; Council; other legislative bodies)
  - City/County Transportation Planners and Engineers
  - Other City/County departments that impact transportation safety and/or support active transportation safety (Flagstaff Police Department, Sustainability, Public Works, Flagstaff Unified School District, etc.)
  - MetroPlan Staff responsible for Transportation Demand Management and Safe Routes to School.
  - Mountain Line Transit Agency
  - Various committees and commissions.
- General Public:
  - Emphasis on underserved and vulnerable communities
- Community Based Organizations (advocacy groups, non-profit agencies):
  - Flagstaff Shelter Services
  - Sunnyside/Southside/Plaza Viejo Neighborhood Associations
  - Flagstaff Family Food Center
  - Bike Flagstaff
  - Joe Montoya Senior Center
  - Native Americans for Community Action (NACA)
  - Social Service Safety Net Coalition
  - ANEW Living transitional housing
  - Flagstaff HS Native American Club
  - Flagstaff HS Hispanic Culture Club
  - Northern Arizona Institutions for Community (NAIC)
  - Flagstaff Unified School District
  - Coconino Community College
  - Hozhoni Foundation
  - Quality Connections

- Hope Lives
- NAZ United Way
- Private Sector (business community, development community):
  - Downtown Business Alliance
  - Chamber of Commerce

11. **What are the stakeholders' interests/concerns?** (Consult with community representatives such as the Immigrant and Refugee Advisory Board as “sounding boards” to help address questions. List the interests/concerns for each stakeholder group.)

- What changes do they want and what do they want left unchanged.
- What are their expectations around transportation safety and implementation.
- Ability to provide guidance on future safety projects.
- How to fund identified projects.
- Financial and staffing resources to implement projects.
- How can they benefit from the policy/project?
- Determine how their concerns can be affected by the risks. (Are they harmed? Displaced?)
- Getting and maintaining community buy-in.
- City legal department constraints.
- Political will to make changes around transportation safety
- Advocate for safety at a higher political level.

## Appendix C – Community Organizations and Events

### Community Organization and Services

Native Americans for Community Action (NACA)
Southside Community Association (SCA)
Sunnyside Neighborhood Association
Social Service Safety Net Coalition
ANEW Living transitional housing
Plaza La Vieja
Flagstaff HS Native American Club
Flagstaff HS Hispanic Culture Club
Flagstaff Shelter Services
Montoya Senior Center
Northern Arizona Institutions for Community (NAIC)
Flagstaff Unified School District
Coconino Community College

### Community Events

Killip Elementary School Spring Carnival
Flagstaff Farmers Market
Earth Day
NAU Disability Fair
Bike Month
Walktober
Science in the Park