

The public can join the meeting to provide public comment. Please notify Jessica Vigorito at Jessica.Vigorito@flagstaffaz.gov if you need any assistance joining the meeting.

ATTENTION
IN-PERSON AUDIENCES AT COMMISSION MEETINGS HAVE BEEN SUSPENDED UNTIL FURTHER NOTICE

[Click here to participate in the online meeting](#)

NOTICE AND AGENDA

**COMMISSION ON DIVERSITY AWARENESS
MONDAY, NOVEMBER 22, 2021**

**VIRTUAL TEAMS MEETING
12:00 P.M.**

1. **Call to Order**

2. **Roll Call**

NOTE: One or more Commission Members may be in attendance telephonically or by other technological means.

DeAnn Wegwert, Chair
Robert "Dan" Duke
Claire Hardii
Mandy Martinez Gebler

Marcela Pino
Jean Toner, Vice Chair
Christine Tucci

3. **Public Comment**

The Commission cannot act upon items presented during the Public Participation portion of the Agenda. Individual Commission members may ask questions of the public but are prohibited by the Open Meeting Law from discussion or considering the item among themselves until the item is officially placed on the Agenda. Each public comment or presentation will be limited to five (5) minutes.

4. **Approval of Minutes**

A. **Consideration and Approval of Minutes:** Commission on Diversity Awareness Meeting of October 19, 2021.

Approve the minutes of the Commission on Diversity Awareness Meeting of October 19, 2021.

5. **Date of Next Meeting** - December 21, 2021 at 1:30 pm

6. **Action Items**

A. Thank You letter for Flagstaff High School Student Club
Review and approve the draft thank you letter to the Native American Club.

B. Discuss and decide who will present to the Council on January 11, 2022 regarding the Equitable Restrooms Recommendation.

7. **Reports/Discussion Items**

A. **Active Transportation Master Plan**

Listen to the presentation by Martin Ince, Multimodal Transportation Planner at the City of Flagstaff, and discuss any questions or feedback regarding the presentation information.

B. **Proclamations**

i. **Proclamations Work Group Update**

- Discuss any upcoming Proclamations for the Work Group to focus on.
- Future Proclamations:
 - Black History Month February
 - Mental Health Awareness Month March
- Native American Heritage Month - was read at the November 2nd City Council meeting. Recording can be found [online](#).

C. **Recommendations to Council and Current Commission Priorities**

i. **Land Acknowledgment Workgroup Update**

Land Acknowledgment and Involvement with the Renaming of the Peaks and Snowbowl expansion plans

- Discuss any updates from the Workgroup
- Provide the staff Liaison direction on what next steps, if any, or additional information is needed regarding the Water Reclamation email that was sent out on October 4th.

ii. **Updates on Recommendations**

Recommendation to the Flagstaff City Council for a city ordinance regarding equitable restroom availability. Listen to the presentation from Chris Rhode regarding the Municipality Equity Index and discuss any recommendations for next steps.

iii. **Recommendations for Consideration**

Anti Camping Ordinance - Update from the Workgroup

D. **Leadership Workgroup for CODA Agenda**

8. **Agenda for Future Meeting(s)**

A. **Future Priorities**

- Criminal Justice conversation with Flagstaff Police Department
- Conversation with Downtown Business Alliance including literature to distribute
- Civil Rights

10. **Adjournment**

CERTIFICATE OF POSTING OF NOTICE

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on _____,
at _____ a.m./p.m. This notice has been posted on the City's website and can be downloaded at www.flagstaff.az.gov.

Dated this _____ day of _____, 2021.

Jessica Vigorito, Human Resources Analyst



Commission on Diversity Awareness

4. A.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Consideration and Approval of Minutes: Commission on Diversity Awareness Meeting of October 19, 2021.

STAFF RECOMMENDED ACTION:

Approve the minutes of the Commission on Diversity Awareness Meeting of October 19, 2021.

Executive Summary:

Minutes of the Commission meetings of the Commission on Diversity Awareness are a requirement of Arizona Revised Statutes and, additionally, provide a method of informing the public of discussions and actions being taken by the Commission.

Attachments

Draft October 19, 2021 Regular Meeting Minutes

1.

DRAFT MINUTES

COMMISSION ON DIVERSITY AWARENESS
TUESDAY
October 19, 2021

VIRTUAL TEAMS MEETING
1:30 P.M.

2. **Call to Order**

Chair Wegwert called the meeting to order at 1:32 PM.

3. **Roll Call**

PRESENT	ABSENT
DeAnn Wegwert, Chair	Robert "Dan" Duke
Claire Hardi	
Mandy Martinez Gebler	
Marcela Pino	
Jean Toner, Vice Chair	
Christine Tucci	

4. **Public Comment**

- Jessica Vigorito (Staff Liaison)
- Mayor Deasy
- Felicia Fiedler
- Chris Rhode City of Flagstaff Management Analyst
- Jenny Niemann City of Flagstaff Climate Manager
- NAU Climate Science and Solutions student group

5. **Approval of Minutes**

A. **Consideration and Approval of Minutes:** Commission on Diversity Awareness Meeting of September 21, 2021.

- Chair Wegwert requested the following updates to the minutes:
 - Commissioner Duke should be listed as the Chair for the September meeting
 - Spell out ARM and DBA
- Vice Chair Toner motioned for the September 21, 2021 amended minutes to be approved. Commissioner Pino second the motion.
- Motion approved unanimously.

6. **Date of Next Meeting-** November 16, 2021 at 1:30pm

- Commissioner Pino unavailable
- Based on responses from other members, there should still be a quorum so a reschedule is not needed.

7. Action Items

A. NAU Climate Science and Solutions Presentation

- City of Flagstaff Climate Manager Jenny Nieman introduced the NAU Climate Science and Solutions student group.
- The student group gave their presentation and asked for ideas and feedback on how the group can proceed with their efforts.
- Commissioner Toner thanked the group and asked some follow up questions regarding the Open Forum and the Water Usage comments.
- Commissioner Gebler asked for clarification on the diseases mentioned as a result of mosquitos
- Chair Wegwert asked how the group would like feedback on the presentation. A member of the group responded by using the email provided in the presentation. The student group asked for topics related to diversity not captured in the presentation.
- Chair Wegwert requested Liaison to add the Indigenous Peoples Day recording in the minutes. As of Monday, October 25th the videos are not available but the Liaison will send them via e-mail once they are posted.

8. Reports/Discussion Items

A. Recommendations to Council and Current Commission Priorities

i. Updates on Recommendations

- The Management Analyst for the City Manager's Office, Chris, introduced himself and explained what the Municipal Equity Index is.
- Chris explained that this item will go to Council for direction on how to address this item on the scorecard.
- Commissioner Hardi asked for more detailed information on the Municipal Equity Index scorecard. Chris said yes and that it will be shared once it is cleaned up.
- Chair Wegwert asked some follow up questions.
- Vice Chair Toner asked if Chris could come back to the Commission with ideas when he is ready but would like to continue on the FAIR item path and discuss with Council.
- Chair Wegwert stated the Commission would like to proceed with Council discussion.

ii. Recommendations for Consideration

Anti Camping Ordinance

- Commissioner Hardi updated the group that Commissioner Duke has reached out to multiple organizations. Commissioner Hardi received a records request with Flagstaff Police Department and City of Flagstaff related to the ordinance including violation records. It will take time to go through all of the data once it comes in and that there is a fee associated with obtaining the data.
- Commissioner Hardi also said that the data might be challenging to go through but is committed to going through the process.
- Staff Liaison reminded the group of the Commission's budget.
- Vice Chair Toner motioned to use the Commission's budget to pay for the data retrieval

cost up to \$35.00, Chair Wegwert seconded motion, motion passed unanimously.

B. Discussion of the Town Hall Alternate Response Model and Care Center

[Presentation](#)
[Recording](#)

- Vice Chair Toner stated that the article in the Daily Sun captured a summary of the event well and it was a well-attended event. Other members had similar comments about the event.
- Commissioner Gebler left the meeting at 2:37pm.

C. Workgroup Update

Land Acknowledgment and Involvement with the Renaming of the Peaks and Snowbowl expansion plans

- Chair Wegwert provided an update on the Indigenous Commission meeting. Indigenous Commission completed the draft of the Land Acknowledgment.
- Vice Chair Toner stated to eliminate the recommendation from 9/21 since there was already a Land Acknowledgment in process with the Indigenous Commission.
- Vice Chair Toner read the draft letter of support to the Indigenous Commissions' Land Acknowledgment. Chair Wegwert asked what should be done with the Statement of support. Commissioner Toner recommended providing the support at the time the Land Acknowledgment is provided to Council.
- Chair Wegwert motioned for statement to go before council when the land acknowledgment is presented to Council. Commissioner Pino seconded the motion. The motion passes unanimously.
- Proposed thank you letter to the Native American Club for their presentation
- Commissioner Pino left at 3:01pm
- Commission requested to bring the thank you letter back next meeting due to time constraints.

D. Proclamations Work Group Update

None in addition to those listed in Future Items.

9. Agenda for Future Meeting(s)

i. Future Priorities

- Criminal Justice conversation with Flagstaff Police Department
- Conversation with Downtown Business Alliance including literature to distribute
- Civil Rights

B. Future Proclamations

Black History Month February
Mental Health Awareness Month March

10. Adjournment

Chair Wegwert adjourned the meeting at 3:06 PM.



Commission on Diversity Awareness

6. A.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Thank You letter for Flagstaff High School Student Club

STAFF RECOMMENDED ACTION:

Review and approve the draft thank you letter to the Native American Club.

Executive Summary:

Attachments

Draft Thank you Letter to Flag High student group

CODA draft letter to Darrell Marks and the Flagstaff:

Dear Mr. Marks, Indigenous Academic Advisor, and Flagstaff High School Native American Club students,

The Commission on Diversity Awareness give you thanks from our deepest hearts for the informative, passionate, and well-argued presentation about re-naming the Sacred Peaks. We are in full support of the name-change project. We are in the process of drafting a recommendation to City Council, urging them to support the name change at the federal level. Additionally, some Commissioners have, as private citizens, sent support letters to Rep. O'Halloran urging him to support this vital and respectful change.

We also want to congratulate you, Mr. Marks, on your very well-deserved receipt of the JFK Profile in Courage Award. You have benefited so many people and communities and we are deeply grateful for your care and activism.

In gratitude,

Commission on Diversity Awareness



Commission on Diversity Awareness

7. A.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Active Transportation Master Plan

STAFF RECOMMENDED ACTION:

Listen to the presentation by Martin Ince, Multimodal Transportation Planner at the City of Flagstaff, and discuss any questions or feedback regarding the presentation information.

Executive Summary:

Attachments

Active Transportation Master Plan draft

ATMP CODA presentation

City of Flagstaff



DRAFT Active Transportation Master Plan

September 2021



City of Flagstaff

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0 Plan summary

The ATMP at a glance

The **Active Transportation Master Plan (ATMP)** is a guide to enhancing walking and biking in Flagstaff. The ATMP includes detailed information regarding pedestrian and bicycle accommodation, and establishes a series of goals, policies, and strategies to support walking and biking.

1 Introduction

Establishes a foundation for the ATMP, including the function of the plan, its policy context, how it was developed, and how it is used. The Introduction closes with a list of guiding principles for walking and biking and a recommended shift in our approach to transportation planning.

2 Current conditions

Summarizes the current status of walking and biking in Flagstaff based on facilities, mode share, crash data, and national indicators. This section also describes the challenges for walking and biking and highlights the unique opportunity in Flagstaff.

3 Goals, policies, and strategies

Establishes specific goals for walking and biking to provide policy support and guide our actions. Policies and strategies are an extensive list of recommended actions or steps to take to promote walking and biking.

4 Outcomes, indicators, and targets

Describes the desired results of the ATMP, as well as indicators to gauge progress on achieving those results. Also sets targets for mode share, pedestrian and bicycle crashes, and national recognition.

5 Implementation

Lists 12 priority actions that should be done first, and describes a broad range of opportunities for implementation of the ATMP.

1 Introduction

The City of Flagstaff's **Active Transportation Master Plan** (ATMP) is intended to serve as a detailed guide to enhance walking and biking in Flagstaff.

Walking and biking are important to Flagstaff, and the Flagstaff community is very supportive of walking, biking, transit, and active modes of transportation in general. Walking and biking are critical elements of mobility and a robust transportation system, and vital to achieving social, economic, health, environmental, and sustainability goals for the community.

Over the years, a variety of City of Flagstaff plans and policy documents have highlighted the importance of walking and biking, starting with the Flagstaff Regional Plan 2030. However, none have provided specific details or direction on how to become a more pedestrian- and bicycle-friendly community. This document provides those details and that direction.



Intent of this plan

The ATMP is intended to serve several primary functions:

- **The Big Shift.** The ATMP promotes a fundamental change in our approach to mobility and transportation planning – introduced in the Flagstaff Carbon Neutrality Plan as the Big Shift – away from a model that prioritizes automobiles and vehicular travel and towards a broader process that promotes walking, biking, and transit and supports other community goals and values. This Big Shift approach is further detailed under Approach at the end of this introduction.
- **Policy support.** Goals and policies listed in Section 3 of this document establish specific policy support for active transportation to build on the goals and policies already in the Regional Plan.

- **Policies and strategies.** Section 3 also includes a list of recommended strategies and actions, which prioritize actions to take to promote walking and biking.
- **Pedestrian and bicycle infrastructure.** Missing and needed pedestrian and bicycle facilities, including sidewalks, bikeways, FUTS trails, and crossings have been inventoried and prioritized as part of this document. This helps to establish a program of pedestrian and bicycle infrastructure projects to include in the City's capital planning process.
- **Planning and design guidance.** The ATMP includes detailed design and planning guidance to enhance the functionality of our transportation system and support active transportation.

Policy context

The City already has several adopted plans and policy documents that address transportation in general, as well as walking and biking more specifically. These documents provide the policy context for the ATMP.

Flagstaff Regional Plan 2030

The [Flagstaff Regional Plan 2030](#), which was adopted by the City Council and ratified by Flagstaff voters in 2014, is a high-level policy document that covers a variety of topics regarding the future development of Flagstaff. The [Transportation Element](#) (Chapter X) of the Regional Plan describes an overall vision for transportation in Flagstaff, as well as goals and policies needed to achieve that vision. These goals and policies are the starting point for the ATMP.

Regional Plan 2030 vision for transportation

In 2030, people get around to where they need to be in an efficient and safe manner, and more people ride the bus, their bikes, and walk, reducing emissions and increasing health.

Flagstaff Carbon Neutrality Plan

In June of 2020, the Flagstaff City Council adopted Resolution 2020-09, which declares a climate emergency in Flagstaff and calls for a dramatic shift in our ambition and action to combat climate change. The Council subsequently adopted the [Carbon Neutrality Plan](#) in June of 2021 and established a goal for carbon neutrality – a 100 percent reduction in emissions – by the year 2030.

In Flagstaff, the transportation sector is responsible for 30 percent of greenhouse gas emissions, primarily from passenger vehicle emissions. As a result, achieving the carbon neutrality target established in the Carbon Neutrality Plan will require extensive changes in our transportation policies and practices. Decreasing dependence on automobile use is one of the core target areas of the Carbon Neutrality Plan: the plan calls for aggressive action to shift away

Flagstaff Carbon Neutrality Plan target area

Decreased Dependence on Cars
Flagstaff will transform our transportation and land use systems so that we depend far less on cars, reducing vehicle miles traveled (VMT) and shifting trips to walking, biking, and the bus.

from car-dependent planning and transportation design and to focus more resources on supporting walking, biking, and transit.

How this plan is used

This section describes how the ATMP should be used in conjunction with other plans, projects, and processes.

- **Plans and policy documents.** As a City policy document, the ATMP and its contents should be considered in planning processes and reflected as appropriate in other City plans, including the Regional Plan and specific, neighborhood, and master plans. The ATMP can also be considered as part of transportation plans prepared by MetroPlan, ADOT, NAU, and Coconino County.
- **Capital planning and programming.** The ATMP identifies and sets priorities for an extensive list of pedestrian and bicycle projects, which are included in the City's five-year capital planning program.
- **Budgeting and work programs.** Recommended policies and strategies in the ATMP can be part of City's performance-based budgeting process and incorporated into budget requests, strategic plans, and work programs.
- **Regulatory documents.** The ATMP itself does not create any new enforceable standards or regulations, however, it can be used to identify revisions to the Zoning Code, Engineering Standards, and other applicable regulatory documents to implement the ATMP.
- **Private development review.** The ATMP does not create any new standards or requirements for private development. Developers are encouraged to consider the ATMP when planning their development but are not required to demonstrate conformance. Design guidelines can be a reference for pedestrian and bicycle accommodation but are not compulsory.



- **City capital projects.** Planning considerations and design guidelines should serve as best practices for pedestrian and bicycle accommodation in City capital projects.

How this plan was developed

Content and recommendations in the ATMP were formulated based on a variety of sources, including extensive public engagement, dating back to 2014.

- **Working papers.** A series of working papers were used to collect and analyze supporting information on a variety of topics.
 - [WP01 Existing plans and policies](#)
 - [WP02 Mode share information and trends](#)
 - [WP03 Pedestrian and bicycle crash data](#)
 - [WP04 Walking and biking survey results](#)
 - WP05 Pedestrian and bicycle comfort indices
 - WP06 Attractors, generators, and social factors
- **Community surveys.** Nine surveys regarding walking and biking have been conducted on the Flagstaff Community Forum since 2014. These surveys collected more than 2200 responses.
 - [Walking and biking survey](#)
 - [Pedestrian and bicycle project survey](#)
 - [Milton Road survey](#)
 - [Regional transportation plan surveys](#)
 - [FUTS trail users survey](#)
 - [Draft goals and strategies survey](#)
 - [PedBikeWays survey](#)
 - [Bicycle Friendly Community survey](#)
 - [Flagstaff Trails Initiative survey](#)
- **Public engagement.** City staff have conversed with hundreds of residents about pedestrian and bicycle issues at numerous community events, including Earth Day, Bike-to-Work Week, Arizona Trail Day, and the Flagstaff Community Market. Two walking and biking summits were hosted in late 2017, during which approximately 100 attendees were given an opportunity to provide feedback and complete a survey.
- **PAC and BAC meetings.** Since 2014, discussion of the ATMP has been a standing item on the monthly agendas of the City's Pedestrian Advisory Committee (PAC) and Bicycle Advisory Committee (BAC).
- **National guidance and peer community review.** The ATMP also incorporates relevant state of the practice information from other communities and national sources.

Guiding principles

These guiding principles provide a foundation for the ATMP, describe why walking and biking are important and beneficial, and express the community's expectations for walking, biking, mobility, and transportation.

Walking and biking are important to Flagstaff and reflect the values of the community

- Being walkable and bicycle-friendly contribute significantly to Flagstaff's community character.
- Walking and biking are community indicators of livability.
- FUTS trails, sidewalks, and bike lanes provide convenient access for all residents to parks, recreation, open space, and the forest – a significant Flagstaff value.
- Being on foot or on a bicycle provide a slower-paced and more intimate perspective of the city, more opportunity for social interaction and contact with neighbors, and an overall heightened sense of community.
- Walking and biking are linked to numerous health benefits and help contribute to emotional well-being and happiness.



Flagstaff has a significant opportunity to expand walking and biking, but it takes a concerted effort by the City

- Walking and biking as transportation options need to be actively supported, encouraged, and prioritized by the City in order to thrive. Peer communities that are recognized as great pedestrian and bicycle places for walking and biking have worked to promote walking and biking.
- The community responds positively when the City prioritizes and actively works to

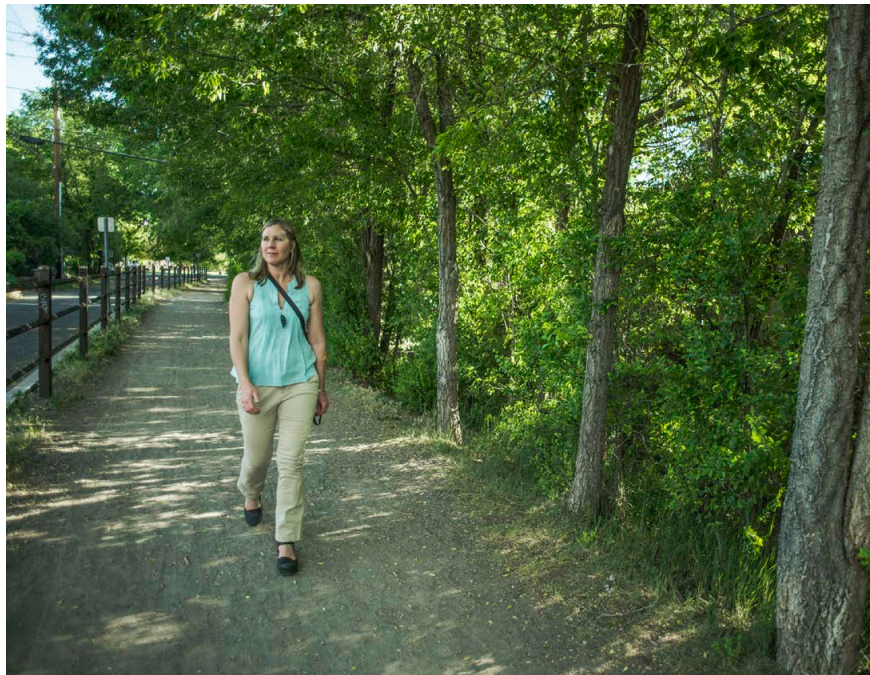
accommodate and encourage walking and biking. The City does not need to solve all problems, but we should address the most pressing.

More people will choose to walk and bike when it is comfortable, convenient, and useful

- Many people are discouraged from walking and biking because they feel uncomfortable and unsafe, particularly when facilities are inadequate.
- There is abundant evidence from other communities that when active transportation is prioritized, people walk and bike more.
- While good infrastructure is essential, walking and biking require a comprehensive approach that goes beyond infrastructure and addresses education, encouragement, enforcement, equity, and evaluation.

Walking and biking are critical elements of a robust transportation system

- Our transportation system is most efficient and equitable when it provides a range of transportation options, including walking, biking, and transit.
- Shifting trips from single-occupant vehicles to walking, biking, and transit is essential to managing congestion and enhancing mobility.
- Walking, biking, and transit are mutually supportive; walk- and bicycle-friendliness encourages increased use of transit; and a strong transit system supports walking and biking.
- Streets that safely and comfortably accommodate walking and biking are safer for all road users.
- Congestion cannot be solved, but it can be managed by enhancing access to a variety of quality transportation options.



- At this moment in Flagstaff’s evolution as a small city, driving and parking may not always be convenient.

Walking and biking are integral parts of a larger context of land use, community character, and street design

- Streets are our most ubiquitous community space; they serve a variety of community functions in addition to transportation.
- Walking and biking reduce the amount of paved space needed to accommodate vehicles in the form of highways, streets, driveways, and parking lots.
- The nature of land use and urban form – in particular density, compact form, diversity of uses, and urban design – have an essential influence on walking and biking.



- The design and character of our streets should reflect our community goals and values for community character, climate change, equity, and safety.

Mobility – the ability to travel freely to access our daily needs and activities – is a fundamental human right

- More viable transportation options mean better mobility for the entire community.
- A transportation system based on principles of universal design – usable by all with minimal adaptations – benefits all users.
- Community mobility is measured by how well those with mobility challenges can access their daily needs, live independently, and move freely.

Active transportation and enhanced mobility support equity

- Equity is both a process and an outcome; a transportation system that serves all depends on a planning and decision-making process that is equitable and inclusive.

- Transportation options improve mobility for all segments of the population, including the elderly, individuals with mobility challenges, low-income populations, and marginalized communities.

- An estimated one-third of Flagstaff residents do not drive, including children under 16, elderly residents who no longer drive, persons with disabilities who are unable to drive, people whose driving privileges have been suspended, and people who choose not to drive. For this segment of the population, mobility is often dependent on walking, biking, or taking the bus.



- Not everyone can afford to drive. Private vehicles can be expensive to own and operate: reducing transportation expenses means more financial resources available for housing, medical expenses, and other necessities.
- Better and less expensive transportation options help to eliminate a barrier for low-income people to participate in the workforce.
- Better mobility for seniors can help them be more active and social, allows aging in place, and provides better access to health care and social services.

Sustainable transportation options are critical to meeting the City's carbon neutrality goals.

- In Flagstaff, transportation accounts for about 30 percent of greenhouse gas emissions. Carbon neutrality goals will not be met without a reduction of emissions in this sector.
- Walking and biking reduces reliance on fossil fuels and lowers greenhouse gas emissions, which provides numerous benefits such as improved local air quality and better health.
- The Flagstaff Carbon Neutrality Plan calls for and relies upon a fundamental shift in our transportation system towards more sustainable options.

Active transportation supports a healthy and resilient economy

- Pedestrian and bicycle-friendly commercial areas promote street-level activity, vibrancy, and vitality, all of which help generate increased revenues.
- Communities with strong walking, biking, and trails infrastructure gain a competitive edge in attracting and keeping businesses and jobs. For many private companies, locational decisions are driven as much by quality-of-life factors as economic considerations.
- Sidewalks, bike lanes, trails, and other non-motorized infrastructure are much less expensive to build and maintain than highways, streets, and parking lots.

Approach

The following points summarize the Big Shift in our approach to transportation planning to support walking and biking, enhance mobility for everyone, meet our climate goals, and create a more balanced transportation system.

- Be more transformational than incremental. Flagstaff could be a great city for walking and biking, but bold action is needed to make it happen. What's needed is a fundamental shift in our approach to walking and biking accommodation, as well as with transportation planning in general.
- Prioritize pedestrians and bicyclists. Those who walk and bike are deserving of extra consideration, including additional protection as vulnerable roadway users. Planning for pedestrian and bicycle facilities should seek to provide a high level of accommodation rather than a minimum.
- Take a well-rounded approach to transportation. Transportation planning needs to consider multiple community objectives – community character, sustainability, public health, economic vitality, environmental stewardship, and equity – in addition to the



conveyance of motor vehicles.

- Pursue a wide range of solutions for mobility. Efficient management of transportation resources requires a broad range of strategies to enhance mobility rather than an approach that relies primarily on increasing vehicle capacity.
- Use Travel Demand Management (TDM) as a guiding principle. TDM expands mobility options and helps to manage congestion by simultaneously reducing the demand for vehicle use and increasing capacity for active and other sustainable modes.
- Don't overbuild for cars. Wide, fast roads and large parking lots discourage walking and biking, encourage automobile use, create unsafe streets for all modes, and make it difficult to promote desirable community character. Reliance on traffic models, level of service measures, and vehicle capacity can lead to overbuilding.



2 Current conditions

This section provides an overview of current conditions for walking and biking in Flagstaff, based on several measures and considerations. Taken together, these measures reveal a community that is generally good for walking and biking, but there is significant room for improvement. While there are many positives, there is also a long list of challenges. Overall, there is tremendous opportunity in Flagstaff to be a premier community for walking and biking.

Introduction

Walking

Walking is the most enduring and universal mode of transport. In Flagstaff, walking is the most robust of the active modes; the percentage of trips in Flagstaff made by walking is significantly higher than for bicycling or transit. Additionally, the percentage of Flagstaff residents who walk to work far exceeds state and national averages and places us in the upper echelon of our peer communities.

Walkability is highly dependent on land use and urban form in addition to complete and comfortable facilities. Because trips are short, walking requires proximity and is supported by density, mixed-use, and compact form. Walkability is also responsive to good urban design; attractive and engaging places are appealing to pedestrians.

Bicycling

Bicycling as a travel mode presents one of Flagstaff's best opportunities for reducing vehicle trips and increasing the share of trips made by active modes.

Bicycles make it possible to travel longer distances, and to carry cargo as well. Flagstaff's compact size means that most of Flagstaff is contained within a bikeable area, so in theory, most in-town trips could potentially be converted to bicycle trips. In Flagstaff the average



trip is a little over four miles in length, and almost 60 percent of all trips are less than five miles in length. This distance is eminently bikeable, provided it can be made comfortable and appealing for the average person.

Biking is also a big part of Flagstaff's culture and identity. Flagstaff is becoming a world-class destination for mountain biking, with more than 300 miles of recreational single-track trails in proximity. Flagstaff also hosts numerous bicycle-themed events throughout the year.

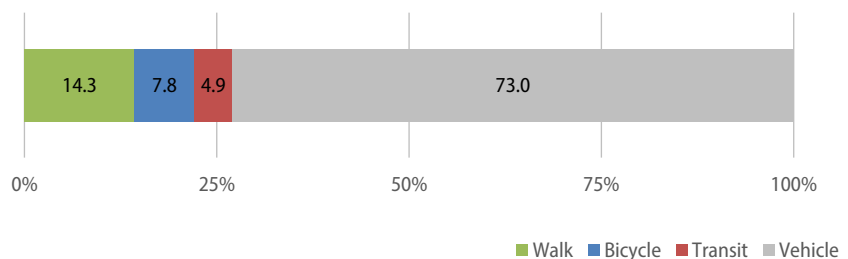
Status of walking and biking

Infrastructure

The term infrastructure refers simply to the physical facilities for walking and biking. This document generally references five main types of infrastructure: sidewalks, bikeways, FUTS trails, enhanced crossings, and bridges and tunnels. This section provides a qualitative and quantitative assessment of current infrastructure conditions.

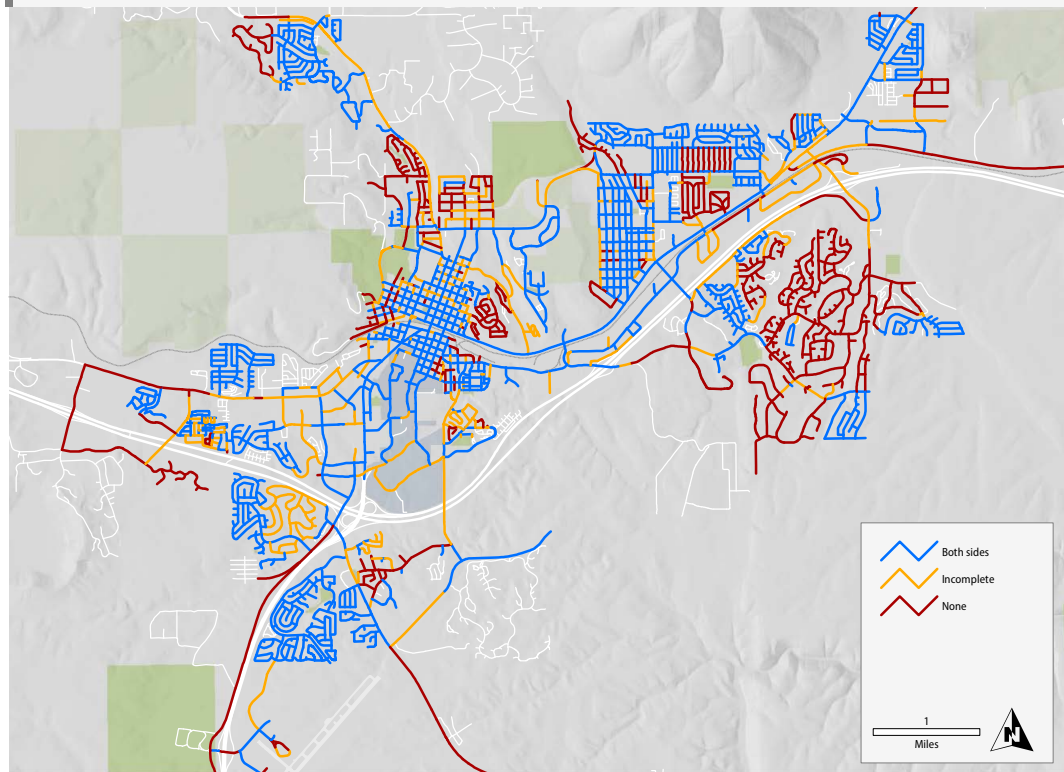
- **Sidewalks.** Sidewalks are present on 70 percent of Flagstaff's major street network. However, only about half of all public streets (53 percent) have sidewalks along both sides of the street, and 29 percent have no sidewalk at all.
- **Bike lanes.** There are 97 miles of designated bike lanes in Flagstaff, and another 34 miles of usable shoulders. Bike lanes are present on 71 percent of major streets, but there are 70 miles of missing bike lanes.
- **FUTS trails.** There are 58 miles of existing FUTS trails in Flagstaff, and another 82 miles of planned trails. Of the existing trails, about half are paved and half are aggregate surfaced.
- **Crossings.** Flagstaff has installed flashing beacon crossings at 10 different locations in the past several years. However, there are numerous street corridors in Flagstaff that are difficult to cross due to the speed, volume, and width of the street, and more than 30 percent of major street intersections do not fully accommodate pedestrian crossings.
- **Grade-separated crossings.** There are 21 existing grade-separated crossings in Flagstaff, including 10 bridges or tunnels

Current mode share

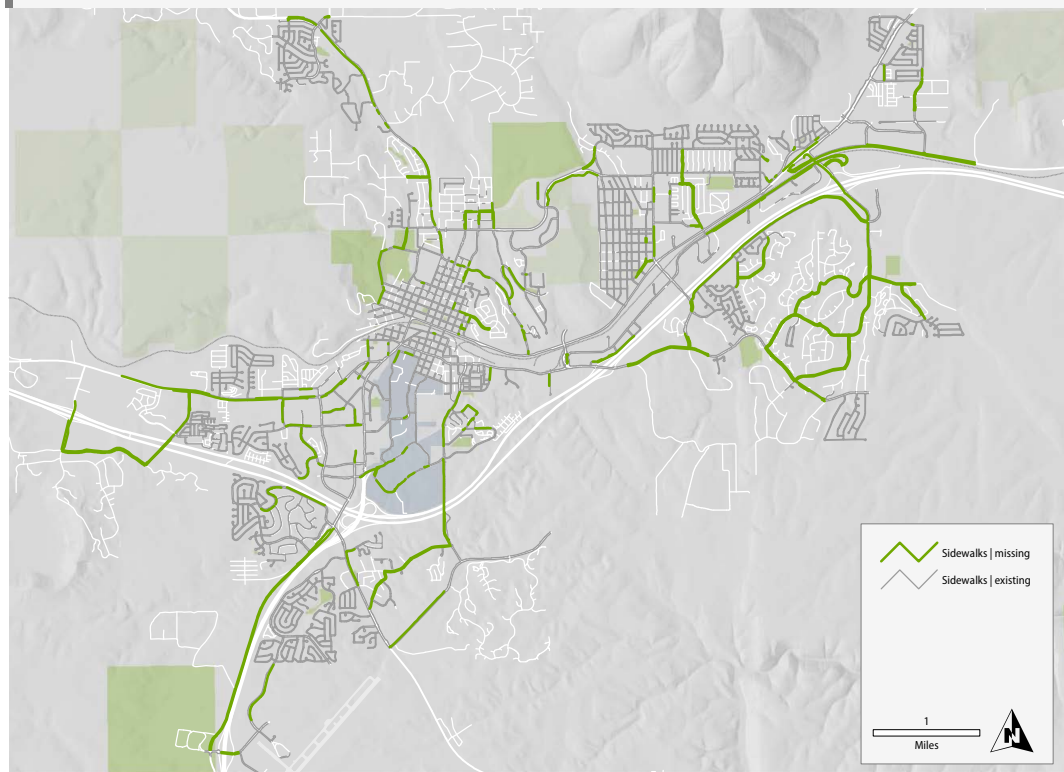


Source: 2018 Flagstaff Trip Diary Survey

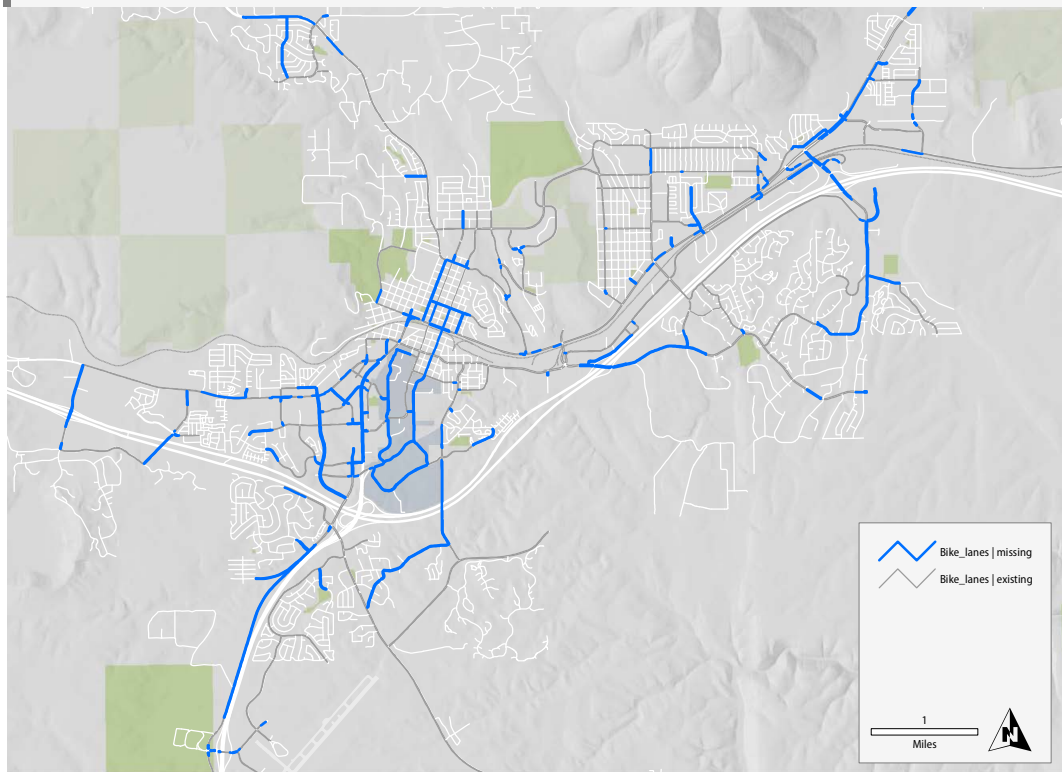
Sidewalk status



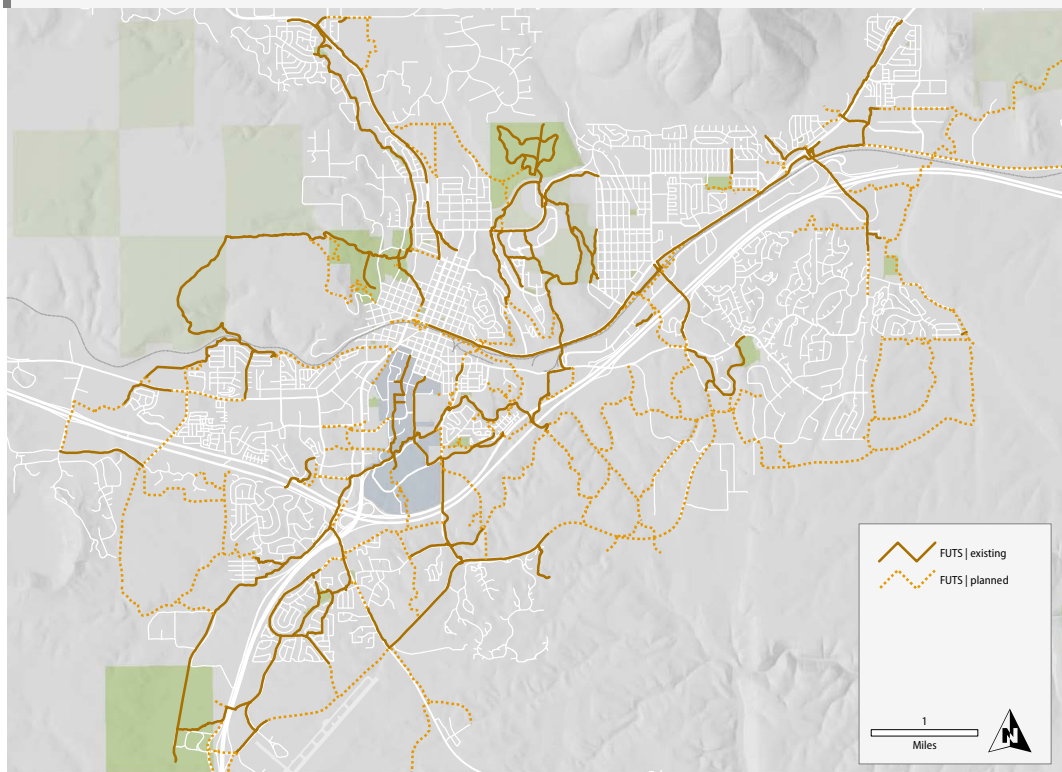
Existing and missing sidewalks



Existing and missing bike lanes



Existing and planned FUTS trails

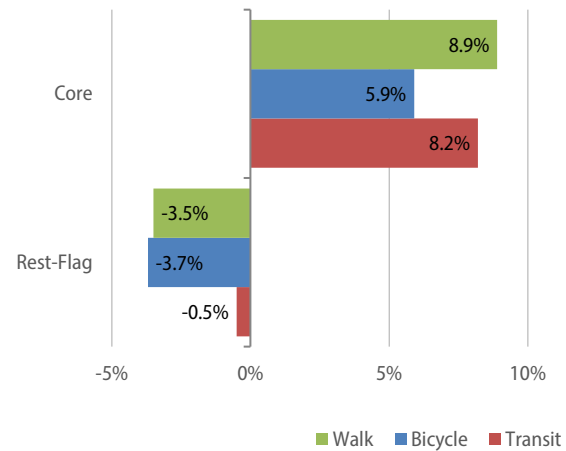


that are exclusively for the use of pedestrians and bicyclists. The presence of two interstates and the railroad through Flagstaff create significant breaks in pedestrian and bicycle networks.

Mode share

Mode share is the percentage of trips that are taken by different modes of travel, including walking, biking, transit, and private vehicles, and a direct measure of the status of walking and biking in a community. Overall, Flagstaff's mode share numbers are relatively strong and indicative of a good climate for walking and biking; however, flat or declining trends indicate that more work is needed.

Mode share change by geography, 2006-2018



Source: 2018 Flagstaff Trip Diary Survey

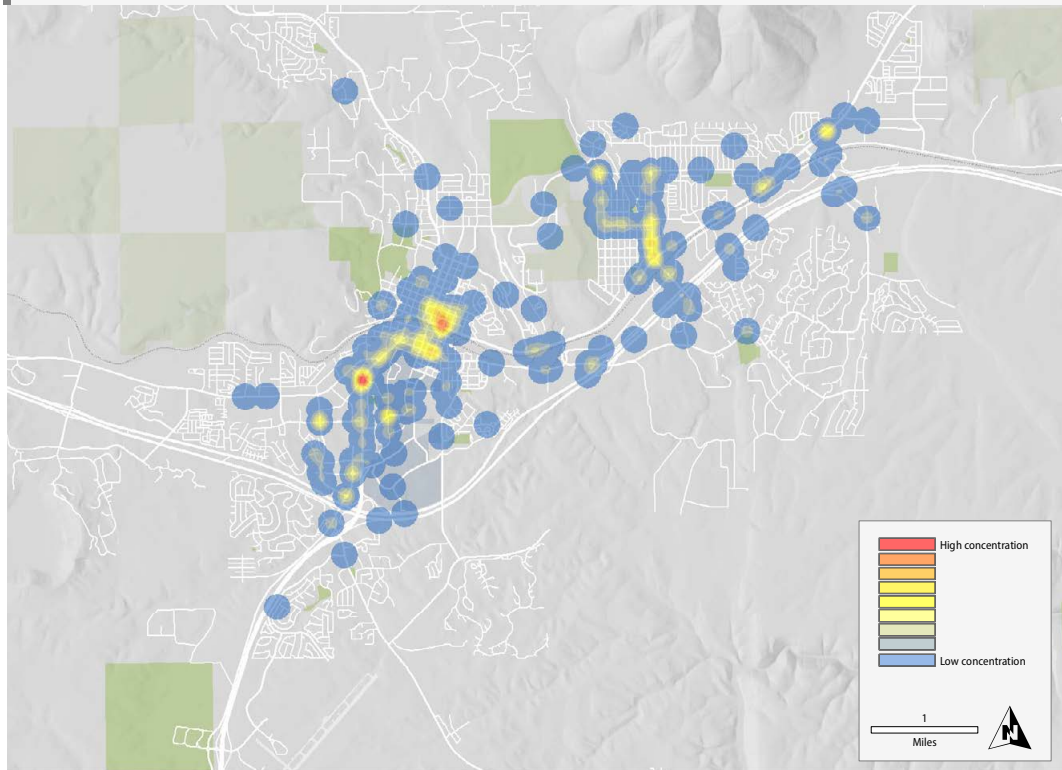
- **Mode share.** According to the [2018 Flagstaff Trip Diary Survey](#), 22 percent of all trips in Flagstaff are made by walking and biking, including 14.3 percent by walking and 7.8 percent by bicycle.
- **Trends.** The percentage of trips made by walking has increased somewhat since 2006, while the percentage of bicycle trips has declined, based on composite data from the Trip Diary Survey and the American Community Survey.
- **Geography.** In the core area of Flagstaff, which includes Downtown, the Southside neighborhood, and the NAU campus, people are much more likely to walk or bike than in the rest of Flagstaff. The combined walk and bike mode share is 44.2 percent in the core area, but only 12.7 percent for the rest of Flagstaff. Between 2006 and 2018, walking and biking mode share increased by 14.8 percent in the core area of Flagstaff but decreased by 7.2 percent in the rest of Flagstaff.
- **Peer cities.** In comparison to our peer communities – cities in the west with a similar population to Flagstaff and a large public university – Flagstaff is among the leaders in walk share to work (third of 20 cities), but lags behind our peer communities in bicycle mode share to work (12th of 20 cities).

Safety

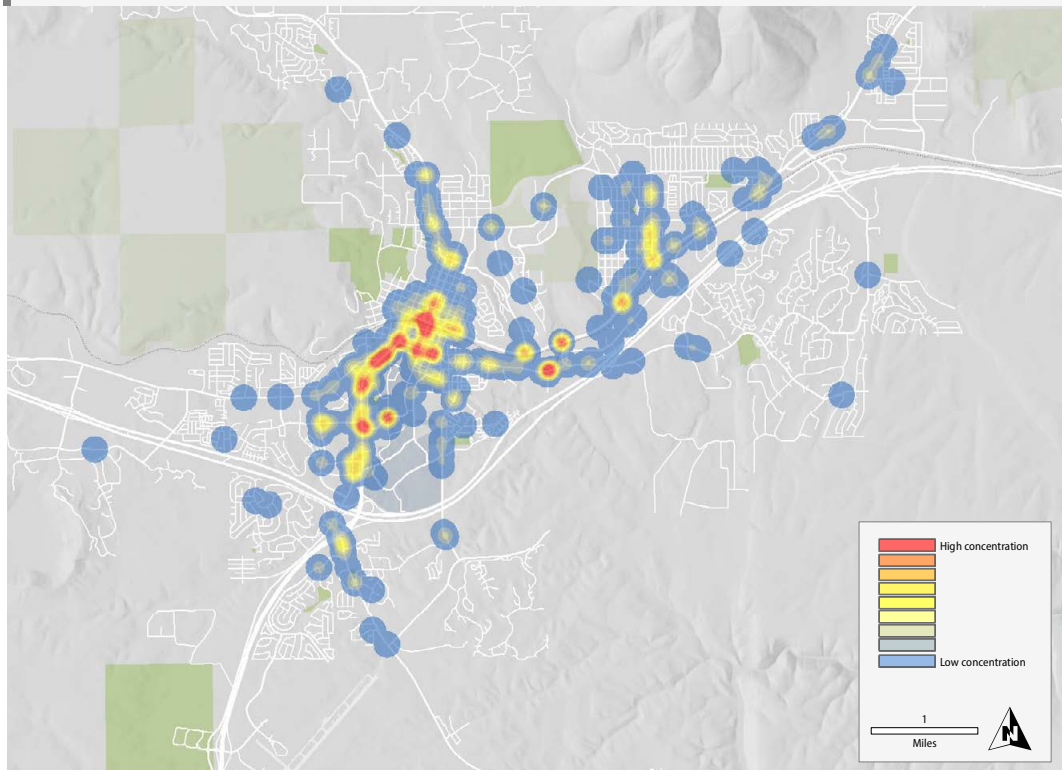
Review of pedestrian and bicycle crash data provides our best indicator of safety for active transportation. However, there is not comparable data for our peer cities, so it is difficult to make comparisons. There is also little information on number of pedestrians and bicyclists, so exposure and crash rates cannot be determined. Several years of data is available, so it is possible to see if the number of crashes is increasing or decreasing.

- **Crashes.** Flagstaff has an average of 29 crashes involving pedestrians each year, and

Pedestrian crash concentration



Bicycle crash concentration



an average of 52 crashes involving bicyclists.

- **Trends.** Annual numbers for both pedestrian and bicycle crashes in Flagstaff have generally trended downward since 2001
- **Pedestrian injuries and fatalities.** More than a quarter (26.4 percent) of all pedestrian crashes in Flagstaff result in serious injury or death to the pedestrian, and pedestrian fatalities represent almost half of all traffic fatalities in Flagstaff.
- **Bicyclist injuries and fatalities.** Fewer than six crashes per year on average in Flagstaff result in serious injury to the bicyclist., and 11.7 percent of bicycle crashes result in serious injury or death. Flagstaff did not see a fatal bicycle crash between 2013 and 2020, but there were two fatalities in the first half of 2021. In the four years from 2009 to 2012, there was one fatal bicycle crash per year.

National measures

National measures and recognition programs can be somewhat general and oversimplify conditions, but they afford an opportunity for comparison to other communities. They also offer an outside, third-party perspective of Flagstaff. Two national measures for walking and two for biking are referenced here: Walk Score and Bike Score ([walkscore.com](https://www.walkscore.com)) are online services that measure the walkability or bicycle friendliness of communities and neighborhoods, while [Walk Friendly Communities](#) and [Bicycle Friendly Communities](#) are national evaluation and recognition programs.



- **Walk Score.** Flagstaff's Walk Score of 38 places it in the "Car Dependent" category and is an indication that most errands require a car. Our Walk Score places us at the lower end of our peer communities; 14th out of our 20 peer cities, and below the average score of 43. The apparent discrepancy between Flagstaff's Walk Score, which is somewhat low, and walking mode share, which is favorable compared to our peers, can be explained by the fact that Walk Score is calculated city-wide, while walking mode share is influenced by very high mode share in the central part of Flagstaff.

- **Bike Score.** Flagstaff's Bike Score of 65 places it in the "Bikeable" category and indicates that some bicycle infrastructure is present. Our Bike Score places us 8th out of 20 peer cities, and just above the average score of 61.
- **Walk Friendly Communities.** Flagstaff was designated as a Walk Friendly Community at the bronze level in 2011, one of 11 communities recognized nationally in the inaugural round of the program. We are the only community in Arizona, and one of 76 cities across the country, to be designated.
- **Bicycle Friendly Communities.** Flagstaff was designated a Bicycle Friendly Community in 2006 at the bronze level and promoted to silver in 2010. There are 488 bicycle friendly communities across the country and 13 in Arizona.



Challenges for walking and biking

The points below summarize the circumstances and conditions that make it difficult to walk and bike in Flagstaff.

- **Streets that are difficult or uncomfortable for walking and biking.** On many arterial and collector streets, the speed, volume, and lanes of traffic, in combination with inadequate facilities for walking and biking, discourage pedestrian and bicycle use. Obvious examples include major streets like Milton Road and Route 66, but other streets like Butler Avenue, Woodlands Village Boulevard, Cedar Avenue, Lone Tree Road, and Fourth Street are also problematic.
- **Barriers dividing the community.** Linear features, including the BNSF tracks, both interstates, and busy streets, are barriers that make pedestrian and bicycle travel more challenging. There are very few dedicated crossings for pedestrians and bicyclists along the railroad tracks and interstates, and few formal crossings on many streets.
- **Challenging and difficult intersections.** A number of intersections are characterized by multiple turn lanes, long crossing distances, high-speed turning movements, and less than adequate accommodation for walking and biking.

- **Isolated neighborhoods.** Flagstaff's geography has created numerous locations with limited ways to get to or from them. Often the corridors of access to the neighborhood are busy streets with less than ideal facilities for walking and biking. Some examples:
 - The Country Club area to the southeast is connected by three main corridors – Country Club Drive, Fourth Street, and Butler Avenue – but only Fourth Street has adequate facilities for walking and biking.
 - Neighborhoods south of I-40, including University Heights, Ponderosa Trails, and Bow & Arrow, are cut off by the interstate and must use either Beulah Boulevard or Lone Tree Road to travel north.
 - Neighborhoods to the west of Downtown along Route 66 have few alternatives for walking and biking other than West Route 66, which has no sidewalks and inconsistent shoulders.
 - The BNSF tracks create a barrier for pedestrian and bicyclist travel through Downtown and Southside; track crossings are limited to Milton Road, Beaver Street, and San Francisco Street.
 - Milton Road remains a significant obstacle for walking and biking, both along and crossing the street. The NAU campus provides alternate routes to Milton on the east, but there are few viable options to the west.
- **Gaps and inconsistencies in the bicycle network.** Although bike lanes are included along many arterial and collector streets, there are still significant missing segments to discourage bicycle use, and bike lanes disappear at many intersections. While many communities have embraced separated bike lanes to appeal to a wider audience, Flagstaff is just beginning to explore and implement. In general, Flagstaff's bicycle network lacks overall cohesion.
- **Maintenance challenges.** Maintenance of pedestrian and bicycle facilities remains a concern, especially in winter months. Bike lanes are not always cleared of snow, and the use of cinders in winter months creates challenges on both sidewalks and bike lanes. Frequent freeze-thaw cycles are especially destructive to sidewalks, bike lanes, and FUTS trails.
- **Pedestrian and bicycle accommodation during closures.** Pedestrian and bicycle accommodation is not always adequately addressed during closures of sidewalks, bike lanes, and FUTS trails due to construction, repairs, or utility work, and facilities appear to be closed unnecessarily at times. Public notification is inconsistent.
- **Few initiatives for education, enforcement, and encouragement.** Communities with robust pedestrian and bicycle environments typically support walking and biking with a variety of programs that go beyond infrastructure and facilities. In comparison

to its peers, Flagstaff has few formal programs for education, enforcement, or encouragement.

The opportunity in Flagstaff

While there are significant challenges, Flagstaff is also uniquely positioned to become a great community for walking and biking, for several reasons:

- **Healthy mode share.** Flagstaff already has a lot of people who are biking and walking: 22 percent of trips in Flagstaff are made by walking or biking.
- **Good basic facilities.** Sidewalks and bike lanes on major streets are substantially complete, which means the City only needs to focus on a few priority locations.
- **Compact and dense urban form.** Flagstaff is a compact city and becoming denser. The Downtown, Southside, and NAU campus form a dense core where there is already substantial walking and biking. The remainder of Flagstaff is compact enough to allow travel on foot or by bicycle.
- **Short trip length.** Many trips made in Flagstaff are short and can potentially be converted from driving to walking or biking. For private vehicle trips, a total of 37 percent are less than 2.5 miles in length, and 11 percent are less than a mile. By comparison, 80 percent of bicycle trips are less than 2.5 miles, and 53 percent of walking trips are less than a mile.
- **Large university.** Northern Arizona University has more than 20,000 students on campus who are good candidates to use walking and biking for daily travel. The NAU campus is located in the central core of Flagstaff, and is becoming denser as the university grows.
- **20 years of funding.** Flagstaff has 20 years of funding for pedestrian and bicycle projects via the 2020 transportation sales tax. This tax, which was approved by Flagstaff voters in 2018, is an available and committed funding source for implementation of the infrastructure



recommendations in this plan. Tax funding can also be used to leverage grant opportunities, partnerships, and other sources to build more pedestrian and bicycle infrastructure.

- **Robust transit system.**

Flagstaff has a robust transit system. In 2019, more than 2.5 million trips were taken on Mountain Line transit, representing an increase of 250 percent since 2006. Walking and biking support transit since many transit trips start with one of these modes, and transit supports walking and biking by providing a backup option and allowing longer trips.



- **Active and engaged population.** Flagstaff is an active, civically engaged community that supports walking and biking, values outdoor activity and access to open space, and supports sustainability and the environment.

- **Community support.** Surveys of Flagstaff residents consistently show broad support for walking, biking, and trails, a willingness to tax themselves to fund sustainable transportation, and a strong interest in making Flagstaff more walkable and bikeable.

- **Flagstaff Urban Trails System.** The FUTS is one of our most important and well-used facilities for walking and biking. FUTS includes 58 miles of shared use pathways that connect throughout the community, provides a safe and comfortable place for users away from traffic, and encourages both transportation and recreational use.

- **Climate action and sustainability goals.** In June of 2021, the City approved the Carbon Neutrality Plan, which sets a target for 54 percent of all trips to be made by walking, biking, or transit. Because transportation is a significant contributor to greenhouse gas emissions, promoting sustainable transportation options is critical for meeting the City's climate targets.

- **Favorable weather.** Although Flagstaff sometimes sees heavy snowfalls, most winter days are still clear and sunny, and snow tends to melt quickly. As a result, walking and biking are still viable transportation options through the winter. Spring, summer, and fall are often ideal for walking, biking, using trails, and being outdoors.

3 Goals, policies, and strategies

Goals are desired results which the community envisions and commits to achieve. Goals are written to be somewhat high level and aspirational. Policies are a deliberate course of action to guide decisions and achieve our stated goals, while strategies are specific actions or steps to implement the goals and policies. Policies and strategies are intended to provide specific direction.

Goals

As set forth in this plan, it is the goal of the City of Flagstaff to...

- Create an inclusive multimodal transportation system that provides access, mobility, and efficient transportation options for people of all ages and ability.
- Recognize that people who travel on foot, by bicycle, or by transit are legitimate users of the transportation system and deserving of the same considerations as motorized users.
- Ensure that safety and accommodation for vulnerable road users, including pedestrians and bicyclists, is a primary consideration in planning for our streets and transportation systems.
- Provide an exemplary level of accommodation for pedestrians and bicyclists in transportation planning, design, operations, and maintenance.
- Promote equity by actively working to ensure that all segments of the population have equal access to safe and functional transportation and equal opportunity for mobility, regardless of age, ability, gender, race, income status, location, or situation.
- Maintain Flagstaff's streets, sidewalks, bikeways, crossings, and FUTS trails in good condition and free of snow, debris, and blockages to ensure safety and functionality



for all users, regardless of transportation mode.

- Provide a range of functional and attractive transportation options so that all residents and visitors have choices in how they move around the city.
- Integrate transportation and land use planning such that development decisions support transportation goals, and transportation planning advances the community's vision for the built environment.
- Build networks for walking and biking that are continuous, attractive, safe, comprehensive, and convenient.
- Provide crossings where they are needed and useful, and avoid building streets that function as barriers, in recognition of the essential need of pedestrians and bicyclists to cross streets.
- Design and build transportation infrastructure that is appropriate for the context of the corridor, neighborhood, or district where it is located.
- Reduce the demand for single-occupancy vehicle use and increase options for walking, biking, and transit as a fundamental approach to transportation planning.
- Make transportation decisions that support a variety of community values, including community character, sustainability, public health, economic vitality, environmental stewardship, equity, and safety.



Policies and strategies

1 Infrastructure

- 1.1 Implement networks for walking and biking that are continuous, attractive, safe, comprehensive, and convenient.

- Complete missing sidewalks along major streets and develop a complete pedestrian network of sidewalks, FUTS trails, walkways, and crossings.
- Implement a city-wide network of low-stress bikeways.
- Expand and enhance the network of FUTS trails.

1.2 Provide frequent and comfortable crossings to eliminate barriers and avoid breaks in pedestrian and bicycle networks.

- Develop policies, guidelines, and design guidance for at-grade crossings to ensure that pedestrians and cyclists have safe and convenient crossing opportunities.
- Review the warrants process for crosswalks and enhanced crossings to support pedestrian safety and functionality.
- Work with ADOT to identify locations for crossings on state-managed streets within Flagstaff and develop a plan for appropriate facilities.
- Review intersections where pedestrian crossings are prohibited on one or more legs for opportunities to remove the prohibitions.

1.3 Ensure the availability of functional bike parking.

- Maintain an inventory of existing bicycle parking, and conduct an analysis based on the inventory to identify where additional bike parking is needed.
- Consider lower applicability thresholds in the Zoning Code to require bike parking when warranted.
- Review current requirements for bike parking to ensure that an adequate number of spaces is provided.
- Develop standards and requirements for the Zoning Code for long-term bike parking where it is beneficial, including office and industrial uses and multi-family residential development.
- Consider requirements and incentives for new development to provide enhanced bicycle parking, including covered parking, bike lockers, parking enclosures, and indoor parking.
- Explore options for temporary or valet bike parking for events and festivals. This may be accomplished by working with City staff, event organizers, and civic organizations to develop incentives and / or requirements.
- Implement a City program to provide low-cost or no-cost bike racks to private

locations and facilities where bike parking is needed.

- Update development review processes to help developers meet bicycle parking requirements and standards.
- Add bike parking clusters and corrals at suitable locations in Downtown, the Southside, and other major activity centers.

1.4 Incorporate wayfinding signage to enhance the functionality of walking and biking networks.

- Establish standards and guidelines for signage that is coordinated across pedestrian, bicycle, and FUTS networks.
- Develop and implement a comprehensive system of signage and pavement markings as an integral part of the bikeway network.
- Install additional wayfinding signs for the FUTS system, including additional map kiosks at key locations.
- Provide destination and wayfinding signs along key pedestrian networks.



1.5 Work with the City's transportation partners to unify walking and biking networks.

- Integrate walking and biking connections with the transit network.
- Coordinate with Northern Arizona University to complete the pedestrian and bicycle network to and through the NAU campus, including new or enhanced points of non-motorized access between the community and campus.
- Participate in the planning processes of other road-managing agencies, and include them as stakeholders in City plans, to support coordination across jurisdictions.

1.6 Connect walking and biking facilities with regional trails and open space to ensure convenient access from all Flagstaff neighborhoods.

- Plan and implement a system of greenways, parks, and open space in conjunction with the FUTS network.
- Collaborate with the Flagstaff Trails Initiative and other trail managing agencies on regional trails planning and implementation.
- Implement a plan for non-motorized points of access between Flagstaff neighborhoods and the national forest and regional open space.
- Plan for direct connections and integration between pedestrian, bicycle, and FUTS networks and regional trails and natural areas.
- Identify potential locations for trail hubs as major points of connectivity between regional trails and the FUTS system.
- Work with Coconino County and the Forest Service to plan for non-motorized commuter access from outlying communities to Flagstaff.

1.7 Identify and take advantage of opportunities to fund and implement the pedestrian and bicycle network.

- Develop 5-year and 20-year plans for construction of pedestrian and bicycle projects for inclusion in the City's capital improvements program.
- Develop guidelines and standards to ensure that pedestrian and bicycle accommodation is addressed in City capital projects and private development, in a fair and consistent manner.
- Find opportunities to include pedestrian and bicycle facilities in capital and street projects undertaken by other agencies, including NAU, Coconino County, and ADOT.
- Monitor grant opportunities that could be used for pedestrian and bicycle projects.
- Explore options to make project delivery more efficient and faster, including alternative project delivery methods, especially for small projects.

2 Maintenance and operations

2.1 Maintain walking and biking infrastructure in a state of good repair.

- Keep up-to-date inventories of facilities and conditions, coordinate information sharing across City divisions, and establish shared priorities for maintenance so the most important facilities and concerns are addressed first.
- Ensure that maintenance budgets are adequate to keep facilities in good condition and explore additional funding sources.
- Conduct a review of peer communities and other cities for ideas, programs, and best practices for maintenance.
- Develop standards and guidelines for sustainable facilities to reduce the need for and costs of maintenance.
- Establish a regular maintenance schedule and program for walking and biking facilities, based on minimum standards or targets for condition.
- Review current maintenance practices to find efficiencies and implement best practices.

2.2 Clear ice and snow from pedestrian and bicycle facilities to keep them usable through the winter months.

- Adopt snow clearing policies and practices for bike lanes, sidewalks, and FUTS trails.
- Establish a hierarchy of routes for sidewalks, bikeways, and FUTS trails to help prioritize snow clearing.
- Provide detailed information, schedules, and maps for snow clearing so the public knows what to expect during snow events.
- Conduct a review of our peers and other communities for ideas, programs, and best practices for snow clearing.
- Consider a range of options for



compliance and enforcement of private snow removal on sidewalks.

- Include considerations for snow clearing and snow storage in the design and construction of facilities.

2.3 Keep walking and biking facilities free of blockages and debris.

- Provide and promote convenient ways for the public to report obstructions and other problems to the appropriate City department for enforcement.
- Work with the Flagstaff Police Department on reporting and enforcement of parked vehicles on sidewalks, bike lanes, and FUTS trails.



- Review street sweeping schedules and practices for efficiencies and effectiveness, particularly in the winter and spring to keep sidewalks and bike lanes clear of cinders.
- Consider expanding the Citizen Tracker function on the City's website to include support for mapping and reporting from mobile devices.
- Support volunteer and neighborhood efforts that could be expanded to include sidewalk sweeping and vegetation removal.
- Expand the public outreach and education campaign to increase public awareness and encourage the public to keep sidewalks, bike lanes, and FUTS trails clear of blockages, including trash and recycling bins and bulky trash.

2.4 Limit the impact of closures on walking and biking facilities.

- Review the City's procedures for temporary traffic control plans to ensure that sidewalks, bike lanes, and FUTS trails are included and addressed.

- Develop guidelines and standards for closures to minimize the impacts of closures on pedestrians and bicyclists and to ensure they are accommodated when closures occur.
- Consider a fee structure for closures to reflect the cost to the community and to encourage better planning for closures.
- Establish procedures for consistent and systematic notification of closures to the community.

2.5 Improve and enhance existing pedestrian and bicycle facilities to meet basic levels of functionality and accessibility.

- Create an inventory of potential improvements and enhancements, including those that support accessibility and universal design, and prioritize those that are most needed.
- Include funding for improvements and enhancements as part of the capital plan and budget for pedestrian and bicycle facilities.
- Identify opportunities to address improvements and enhancements as part of other projects, including capital projects and private development.

3 Support and encouragement

3.1 Use information and maps to promote, encourage, and make it easier to walk and bike.

- Update the City's web page to include useful and current information on walking and biking.
- Use MoveMeFLG (movemeflg.com) as a central clearing house for information on walking, biking, transit, and other sustainable travel options.
- Create a dedicated social media presence for active transportation that regularly communicates with the public.
- Continue publication of the Flagstaff Urban Trails and Bikeways Map in both printed and digital form.
- Explore the use of online maps with interactive route planning functionality to help users find the best way to walk or bike to their destination.
- Provide private map services with current and accurate walking and biking information, including Open Street Map, Google maps, and Apple maps.

- Create walking maps for Downtown, Southside, and other neighborhoods, or for specific themes like public art, historic sites, or bird watching, to encourage residents and visitors to explore the community.
- Integrate travel information across a variety of modes – walking, biking, transit, bikeshare, micro-mobility, ride hailing services, car share, vanpools, paratransit – to support flexibility and options for mobility.

3.2 Promote events and activities that support walking and biking.

- Promote Bike to Work Week and Flagstaff Walks! as signature Flagstaff events for walking and biking.
- Work with community partners to organize additional walking and biking events, such as theme walks, community bike rides, or group hikes.
- Create a walking calendar as a centralized listing of all the organized walking events around Flagstaff.



- Organize cyclovias, open streets, slow streets, and other events that temporarily close street segments and corridors to vehicles and open them to walking, biking, and other activities.
- Seek and publicize national recognition for Flagstaff as a walkable and bikeable community.

3.3 Work towards equity and inclusion in pedestrian and bicycle programs.

- Conduct equity analyses of infrastructure plans to ensure equitable distribution of facilities and to verify that low income and underserved neighborhoods are covered.
- Develop working relationships with community and neighborhood groups to

encourage more public involvement in transportation projects and planning processes.

- Establish formal equity guidelines and practices to foster better inclusion in our planning processes.
- Engage with relevant boards and commissions, including the City's Diversity Awareness Commission and Commission on Inclusion and Adaptive Living, and MetroPlan/Mountain Line's Coordinated Mobility Council.
- Recruit women, people of color, and other under-represented groups for the Pedestrian Advisory Committee, Bicycle Advisory Committee, and Transportation Commission.

3.4 Incorporate universal access as a key component of walking and biking.

- Review the City's practices and standards for walking and biking facilities to verify that they are compliant with best practices for accessibility.
- Incorporate principles of Universal Design to create facilities that are usable by everyone regardless of age, ability, or status.
- Improve accessibility of FUTS trails for all users, and provide better information to the public about accessibility and trail conditions.

3.5 Pursue other programs and facilities that are supportive of walking and biking.

- Implement a city-wide bike share program.
- Work with local groups to establish a Flagstaff community bicycle collective.
- Explore space and programming for bike stations and mobility hubs in future public projects, including the Downtown Connection Center, parking garages, and other public facilities.
- Support the use of bikes, e-bikes, and other micromobility devices for more of the community to enhance mobility options through creative programs and potential financial incentives.

3.6 Develop beneficial relationships with our community partners to promote walking and biking.

- Coordinate with the Convention and Visitor's Bureau to produce useful information on walking, biking, and trails to share with visitors.
- Work with the City's business retention and attraction specialists to promote

walking, biking, and trails as community assets for business retention and attraction.

- Coordinate efforts to promote walking and biking with Northern Arizona University.
- Stay engaged with a broad range of stakeholder groups and individuals, including advocacy groups, public health professionals, neighborhood associations, healthcare providers, wellness coordinators, and bike and outdoor shops.
- Support local advocacy groups for walking and biking.



4 Safety

4.1 Establish comprehensive education and safety programs for pedestrians, bicyclists, and motorists.

- Organize an on-going schedule of safety and education classes.
- Recruit community members to become League Certified Instructors (LCI) for bicycle safety, including individuals from the Flagstaff Police Department, NAU, and the Pedestrian Advisory Committee, the Bicycle Advisory Committee, and Transportation Commission.
- Expand the Bicycle Diversionary Class program to provide an education alternative for bicyclists who receive traffic citations.
- Use on-going safety campaigns to disseminate pedestrian and bicycle safety information.
- Explore options to help educate motorists on safe and courteous driving practices

around pedestrians and bicyclists.

4.2 Conduct walking and bicycling safety reviews.

- Establish a City safety panel which meets regularly to share and review safety information for all modes, including representatives from law enforcement, transportation planning, engineering, and public works.
- Conduct roadway safety audits or assessments at locations identified as having high volumes or rates of crashes.
- Collect before-and-after counts and crash data for major transportation projects to assess their impact and better understand the factors that affect pedestrian and bicycle crashes.



4.3 Re-establish a community-wide Safe Routes to School (SRTS) program.

- Work with FUSD and charter schools to develop detailed inventories of walking, biking, and transit opportunities and deficiencies in the vicinity of school campuses with the goal of creating safe to school routes and maps.
- Partner with FUSD on improvement projects using Adjacent Ways and other available funding sources.
- Team with the Coconino County Injury Prevention program to identify on-going sources of funding for an SRTS coordinator and program.
- Develop a toolkit of options for schools to address drop-off and pick-up traffic that focuses on walking, biking, transit, school buses, car-pooling, and other programmatic solutions, rather than relying on more extensive vehicle infrastructure.
- Engage school bicycle and mountain bike clubs to promote education and

encouragement.

4.4 Work with the Flagstaff Police Department to advance enforcement efforts that improve safety for pedestrians and bicyclists.

- Re-establish a bike patrol within the Flagstaff Police Department.
- Conduct regular targeted enforcement efforts; work with the Flagstaff Police Department to identify the most serious and impactful offenses to target, and include an educational component to maximize the effectiveness.
- Hold in-service pedestrian and bicycle training for officers to ensure they are well-versed in pedestrian and bicycle laws and safe behaviors.
- Recruit Flagstaff Police Department officers as potential LCI candidates and instructors for bicycle safety classes.

4.5 Make sure walking and biking facilities allow and encourage safe behavior for all users.

- Discourage bicycling on sidewalks through better infrastructure and education.
- Promote user courtesy on FUTS trails via public outreach and education.
- Address perceived safety concerns along FUTS trails with better design and information.
- Encourage bicycle helmet use through education and enforcement.
- Work with law enforcement to reduce the incidence of bike theft through convenient bicycle registration and better bicycle parking and storage.

5 Transportation and land use planning

5.1 Use travel demand management (TDM) as a guiding principle for transportation and land use planning.

- Develop a plan for TDM that includes a broad list of potential strategies and an assessment of how they might be implemented.
- Work with Mountain Line, NAU, the Downtown Business Alliance (DBA,) and other community partners to develop and implement TDM strategies.
- Establish a process that allows a developer to choose from a menu of TDM strategies to offset or mitigate traffic impacts, including adding or enhancing

pedestrian and bicycle facilities, as an alternative to building road capacity projects.

5.2 Establish a “complete transportation” process for all City transportation plans and projects that incorporates broad community objectives for community character, sustainability, public health, economic vitality, environmental stewardship, and equity.

- Expand considerations for walking, biking, and transit in transportation impact analysis (TIA) and traffic modeling.
- Follow principles of context-sensitive solutions and complete transportation in all transportation plans and projects.
- Adopt and implement a Complete Streets policy.

5.3 Design and build streets that are safe, comfortable, and functional for pedestrians and bicyclists.

- Establish design standards and guidelines for streets and intersections that emphasize safety and comfort of all users over solely the speed and flow of vehicles.
- Incorporate principles of traffic calming and speed management into all street projects.
- Consider pedestrian and bicyclist crossings in the design of all street projects, and accommodate regular and comfortable crossings.
- Expand neighborhood traffic calming projects at appropriate locations city-wide, and consider traffic calming elements for new neighborhood streets.

5.4 Incorporate principles of placemaking in street design and pedestrian and bicycle infrastructure.

- Incorporate public art and decorative design elements in transportation facilities.
- Integrate Great Streets principles in pedestrian, bicycle, street, intersection, and corridor projects and plans.
- Protect and celebrate cultural, historic, and natural resources where they exist along walking and bicycling networks.
- Find locations for and install benches, seating areas, civic spaces, and gathering areas along walking and biking networks.

5.5 Adopt design guidelines that reflect best practices for pedestrian and bicycle infrastructure.

- Develop detailed design guidelines for walking and biking facilities based on best practices, innovative facilities, and reference guides from national sources such as AASHTO, PROWAG, and NACTO.
- Revise the Zoning Code and Engineering Standards to incorporate new standards where appropriate.
- Provide training and education on best practices for pedestrian and bicycle facilities for staff, design professionals, policy makers, and the community.

6 Evaluation

6.1 Collect and analyze data related to walking and biking.

- Establish a regular program of pedestrian and bicycle counts, including counts on FUTS trails.
- Explore other sources for information on walking and biking patterns, including acquisition of third-party data.
- Produce an annual report for pedestrian and bicycle crash data.
- Collect and analyze mode share data to assess the health of walking and biking.
- Support MetroPlan's periodic Trip Diary Survey and other data collection efforts regarding travel patterns and mode share.



6.2 Provide opportunities for community engagement and feedback.

- Keep the City Council, boards and commissions, and committees informed and

actively engaged in walking, biking, and trail issues.

- Conduct regular, periodic surveys on walking and biking through the Flagstaff Community Forum, including annual user surveys for walking, biking, and FUTS.
- Facilitate convenient methods for public reporting of walking and bicycling concerns.

6.3 Conduct regular assessments of walking and biking conditions.

- Use pedestrian, bicycle, intersection, and crossing comfort indices to help assess the pedestrian and bicycle environment.
- Use feedback from national programs like the Walk Friendly Community and Bicycle Friendly Community programs to better understand where improvement is needed.
- Conduct regular neighborhood walking, biking, and accessibility audits as a community-based tool for evaluation and education.
- Conduct an annual review to assess the progress made on implementation of this ATMP, and report the results to the public, stakeholders, boards and commissions, committees, and the City Council.

4 Outcomes, indicators, and targets

This section describes the desired results of this plan, as well as measures to determine if those results are being achieved.

- **Outcomes.** The anticipated results or consequences that follow from implementation of this plan. They describe desired conditions, how walking and biking should function, and where Flagstaff wants to go. If goals, policies, and strategies are the journey, then outcomes are the destination.
- **Indicators.** Points of data that demonstrate the extent to which Flagstaff is achieving the desired outcomes of this plan. They are specific and measurable and a direct indication of whether progress is being made.
- **Targets.** A subset of indicators that include a specific milestone to attain within a specific timeframe. Targets are set for a few, but not all indicators.

Outcomes and indicators

Walking and biking are frequently used transportation options for everyone

- **Mode share.** The percentage of trips made on foot and by bicycle (mode share) is increasing, based on the MetroPlan Trip Diary Survey.
- **Mode share for work trips.** The percentage of work commute trips made by walking and biking is increasing, as reported by Journey to Work data from the American Community Survey.
- **Counts.** Pedestrian and bicycle counts at key locations show that more people are walking and biking.

People can travel anywhere in the community by walking or biking on safe, comfortable, and efficient networks

- **Sidewalk completion.** The percentage of major streets with sidewalks along both sides is increasing.
- **Bikeway completion.** The percentage of planned bikeways, especially primary and secondary bikeways, that have been built or implemented is increasing.
- **FUTS coverage.** The percentage of residents and neighborhoods within a quarter mile of the FUTS system is increasing.
- **Intersection accommodation.** The percentage of major intersections with adequate

pedestrian and bicycle facilities is increasing.

- **Crossing distance.** The number of segments along major streets where the distance between major crossings exceeds desired lengths is decreasing.

Walking and biking is safe and comfortable

- **Comfort indices.** The number of street segments and intersections that are rated as “uncomfortable” or “very uncomfortable” in pedestrian, bicycle, intersection, and crossing comfort indices is decreasing.
- **Crash rates.** The number and rate of pedestrian and bicycle crashes are decreasing.
- **Community perception.** Responses to public surveys indicate a general trend that walking and biking are becoming more comfortable for more people.
- **Bikeways.** An increasing percentage of the low-stress bikeways network has been implemented.

Biking and walking are celebrated as a part of Flagstaff’s identity

- **Walk and bike-friendly communities.** Flagstaff’s designation advances from Bronze and Silver.
- **Walk Score and Bike Score.** Flagstaff’s community scores are increasing and are above the averages of our peer communities.
- **National ratings and rankings.** Flagstaff appears or moves up on national rating and rankings for pedestrian and bicycle friendliness.
- **Events.** There are a variety of walking and biking-themed events and activities in Flagstaff, and the number of events is generally increasing.



Transportation in Flagstaff has a lower climate impact

- **Greenhouse gases.** Total greenhouse gas emissions from the transportation sector are decreasing.
- **Per-capita vehicle miles traveled.** The average number of vehicle miles traveled per person is decreasing.
- **Vehicle miles traveled.** The total number of vehicle miles traveled for the community is decreasing.

Walking and biking are enjoyed by everyone in the community

- **Mode share for specific populations.** The percentage of trips made by walking and biking is increasing across age, gender, race, and income demographics.
- **Geographic distribution.** The percentage of Flagstaff neighborhoods without pedestrian and bicycle facilities, or with significant gaps in the pedestrian and bicycle networks, is decreasing.
- **Universal access.** The number of locations along pedestrian and bicycle networks that do not meet minimum guidelines of ADA or principles of universal design is decreasing.
- **Low-income neighborhoods.** Counts of pedestrians and bicyclists at key locations in low-income neighborhoods is increasing.

Table 4.1

Walking and biking targets

Target	Current	5 years	20 years
Mode share			
Walk-bike-transit (all trips)	27%	38%	54%
Walk-bike-transit (work trip)	17%	24%	34%
Safety			
Ped/bike fatalities	3	0	0
Total ped/bike crashes	81	65	41
Recognition			
Walk friendly	Bronze	Gold	Platinum
Bike friendly	Silver	Gold	Platinum

Targets

A total of six targets are established for mode share, safety, and recognition. Short-term targets are established for five years from 2020 (2025) and long-term targets are set at 20 years (2040).

Mode share

Mode share information is collected from MetroPlan's Trip Diary Survey for all trips, and from the American Community Survey for the work commute. Target mode share numbers reflect a 40 percent increase in walk, bike, and transit trips within five years, and a 100 percent increase, or doubling of current mode share, in 20 years.

Safety

The City's target is for zero pedestrian and bicyclist deaths in the next 20 years, as well as a 20 percent reduction in all crashes after five years, and a 50 percent reduction in 20 years. Taken together, the safety and mode share targets mean that Flagstaff's goal is to cut pedestrian and bicycle crashes in half, even as the number of pedestrians and bicyclists grows by double.

Recognition

Recognition targets are based on the Walk and Bike Friendly Community programs. In both cases, the City aspires to Gold status within five years, and Platinum designation by 2040.

5 Implementation

This section addresses opportunities for implementation of the ATMP. Implementation must be a comprehensive, broad-based approach that considers capital and private development projects, on-going planning and programming efforts, and internal review processes and procedures. It is important to recognize that there are opportunities for implementation in every decision that is made and every action that is taken, at every level and no matter how large or small. The cumulative impact of these decisions and actions either brings Flagstaff closer to goals and policies of the ATMP, or it moves us further away.

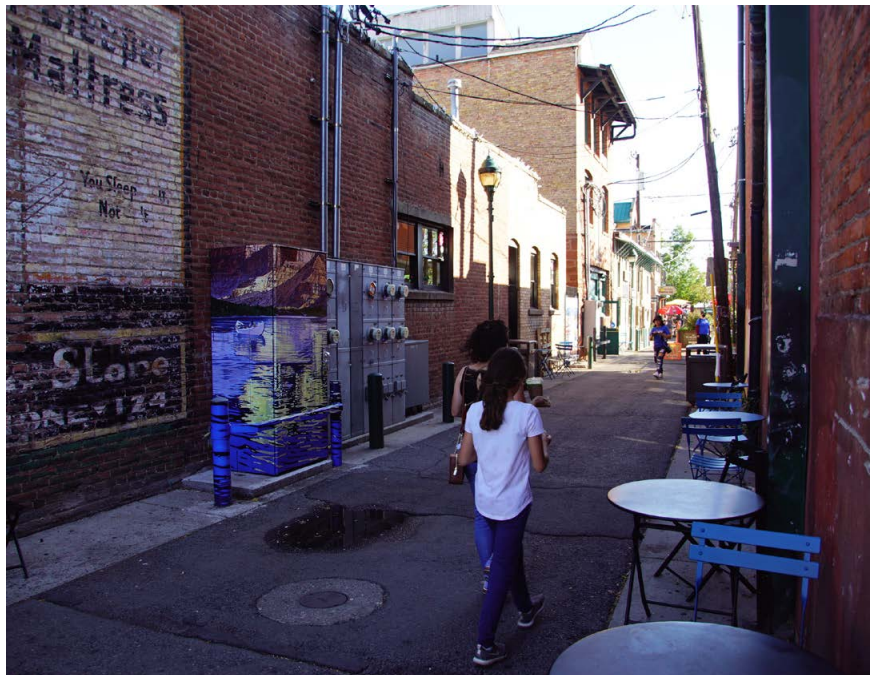
Priority actions

This list represents the most important and highest impact actions that can be taken to implement the ATMP and enhance walking and biking.

- 1 Construct priority pedestrian and bicycle projects over the next five years. Funding from the transportation sales tax and first/last mile grant is available for these projects. (Policy 1.1)
- 2 Establish a functional bikeways network, including wayfinding signage. (Policies 1.1 and 1.4)
- 3 Explore grants and other funding sources, as well as other means for implementation, to leverage available funding for new infrastructure and programs. (Policy 1.7)
- 4 Develop detailed design guidelines and standards for pedestrian facilities, bikeways, and FUTS trails, and initiate amendments to the Zoning Code and Engineering Standards to codify them. (Policy 5.5)
- 5 Conduct a comprehensive review of the City's Engineering Standards and Zoning Code, particularly street standards, to identify opportunities to better support walking and biking. (Policy 5.5)
- 6 Establish a process for transportation plans and projects that incorporates the principles of "complete transportation" and addresses broad community objectives for community character, sustainability, public health, economic vitality, environmental stewardship, and equity; explore options to expand considerations for walking, biking, and transit in transportation impact analysis (TIA) and traffic modeling. (Policy 5.2)
- 7 Review policies and practices for maintenance and snow removal on pedestrian and bicycle facilities and make recommendations for improvement. (Policies 2.1 and 2.2)

- 8 Review the process for issuing permits for closures and detours, including additional guidelines and standards to better address pedestrian and bicycle accommodation. (Policy 2.4)
- 9 Enhance and supplement available information and maps to remove barriers and make it easier to walk and bike. (Policy 3.1)
- 10 Implement strategies to enhance the availability and quality of bike parking. (Policy 1.3)
- 11 Inventory, prioritize, and implement enhancements and repairs along the FUTS system, including improvements to support accessibility for all users. (Policies 2.5 and 3.4)
- 12 Adopt a Complete Streets policy. (Policy 5.2)

The list of priority actions can be reviewed annually to assess progress made on implementation during the previous year, and to consider the next round of priority actions to undertake.



Implementation opportunities

The following describes a wide-ranging list of potential opportunities for implementation of the ATMP.

Funding

- **Transportation sales tax.** In November of 2018, Flagstaff voters approved Proposition 419, which extends the 2000 transportation sales tax for an additional 20 years, from 2020 to 2040. A total of \$29 million is anticipated from the transportation sales tax over 20 years as a set-aside for pedestrian and bicycle projects.
- **First/last mile grant.** In late 2020, Mountain Line was awarded a Section 5307-5339 grant of approximately \$5.5 million from the Federal Transit Administration for pedestrian and bicycle infrastructure. The City is partnering with Mountain Line

to identify pedestrian and bicycle projects that would be funded with the grant. Potential projects are drawn from the City's prioritized list of pedestrian and bicycle projects, with additional consideration given to those projects that directly support transit.

- **Grants.** Historically, grant funding has been an important source of funding for pedestrian and bicycle infrastructure, particularly FUTS trails. With the anticipated adoption of a new federal infrastructure bill, there may be additional opportunities to secure grant funding.

Capital planning and programming

- **Capital Improvements Program (CIP).** The CIP is a component of the City's annual Budget and Financial Plan that establishes a short-term plan for construction of needed public improvements projects. The CIP is a planning document that represents our priority projects over the next five years. Projects identified in the first year of the program are funded at the beginning of the following fiscal year and can proceed to design and construction. Years two through five of the capital program list other priority projects and indicate when they are anticipated to receive funding for design and construction. Pedestrian and bicycle projects included in the five-year program are those which have been identified as high priority.

Other projects

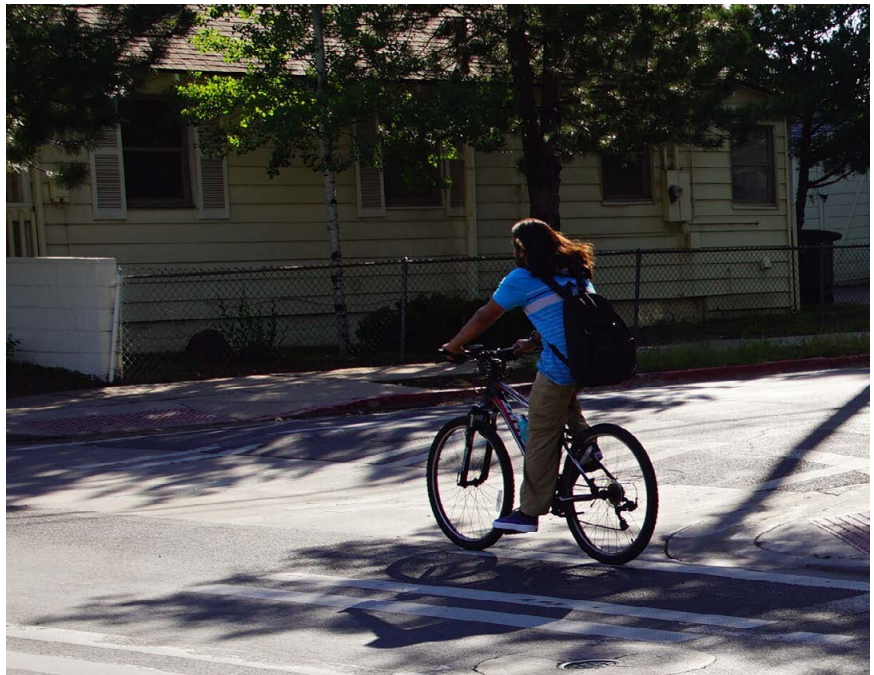
- **Street projects.** Several major roadway projects are also planned with proceeds from the transportation sales tax over the next 20 years. Some of these road projects involve widening or completion of existing streets, while others include construction of new street segments. In all cases, these street projects will include sidewalks, bikeways, FUTS trails, and crossings where they are missing or planned.
- **Capital projects.** Pedestrian and bicycle facilities are frequently included as part of City capital improvement projects, including street and utility projects. This can be more efficient and less costly than building them as stand-alone projects, but it may be necessary to provide additional funds to offset the increase in cost. The Rio de Flag flood control project is an extensive public works project that provides a significant opportunity for pedestrian and bicycle enhancements.
- **Private development.** Historically, public sidewalks, bike lanes, and FUTS trails have been built by private development as part of their required public improvements. Division 10-30.50 of the Flagstaff Zoning Code requires new development to construct sidewalks, bike lanes, FUTS trails, and other pedestrian and bicycle facilities necessary to mitigate the impacts of the development.
- **Transit projects.** Because walking and biking directly support transit, pedestrian and bicycle infrastructure can often be included in federal grants and funding for transit projects.

Regulations and plans

- **Standards.** The City's Zoning Code and Engineering Standards are the two primary regulatory documents for development and infrastructure. Following adoption of the ATMP, both should be reviewed and revised as necessary to incorporate any relevant recommendations from the ATMP.
- **Design guidelines.** Good design and attention to details are critical to successful pedestrian and bicycle facilities. A comprehensive set of design guidelines and best practices for pedestrian and bicycle facilities would benefit implementation of the ATMP.
- **Other plans and programs.** The City and other agencies in the region, including Coconino County, Mountain Line, NAU, MetroPlan, and ADOT, are responsible for a variety of on-going transportation programs and planning efforts. Going forward, these plans and programs may provide opportunities to incorporate the recommendations of the ATMP.

Other opportunities

- **Pilot projects.** Pilot projects are a way to test new facilities and designs without making a long-term investment in permanent infrastructure. They also provide an opportunity to gain public feedback and explore maintenance and operational needs.
- **Tactical urbanism.** Also referred to as lighter-quicker-cheaper (LQC) projects or pop-up projects, tactical urbanism is a community-driven version of pilot projects. These projects are often used as a demonstration of how right-of-way space could be used differently, for community or civic space versus vehicle space.
- **Community partners.** While the City will have primary responsibility for implementation of many of the policies and strategies in the ATMP, there is still a substantial and important role in implementation for community partners and stakeholders. Successful implementation requires a community effort and will only succeed with broad participation and support.



- **Walking and biking programs.** Programmatic elements are a critical component of a well-rounded, comprehensive approach to walking and biking. Of the six traditional E's of multimodal transportation planning, only one – Engineering – involves infrastructure. The remaining five – Education, Enforcement, Encouragement, Equity, and Evaluation – are addressed through supportive pedestrian and bicycle programs. To date, the City's efforts have focused on infrastructure, but there is an opportunity and a need to expand programs for walking and biking.

Appendix Common abbreviations

▪ AASHTO	American Assn of State Highway Transportation Officials
▪ ACS	American Community Survey
▪ ADA	Americans with Disabilities Act
▪ ADAAG	Americans with Disabilities Act Accessibility Guidelines
▪ ADOT	Arizona Department of Transportation
▪ ADT	Average daily traffic
▪ APS	Accessible pedestrian signals
▪ ARS	Arizona Revised Statutes
▪ ATMP	Active Transportation Master Plan
▪ BAC	Bicycle Advisory Committee
▪ BCI	Bicycle Comfort Index
▪ LBI	Lead bicycle interval
▪ CIP	Capital Improvement Program
▪ CSS	Context sensitive solutions
▪ CVB	Convention and Visitor's Bureau
▪ DBA	Downtown Business Alliance
▪ FMPO	Flagstaff Metropolitan Planning Organization (now MetroPlan)
▪ FUTS	Flagstaff Urban Trails System
▪ GHG	Greenhouse gases
▪ LAB	League of American Bicyclists
▪ LCI	League Certified Instructor
▪ LOS	Level of service
▪ LPI	Lead pedestrian interval
▪ MOV	Multiple occupant vehicle
▪ MUTCD	Manual on Uniform Traffic Control Devices
▪ NACTO	National Association of City Transportation Officials
▪ NAU	Northern Arizona University
▪ NPS	National Park Service
▪ PAC	Pedestrian Advisory Committee
▪ PCI	Pedestrian Comfort Index
▪ PHB	Pedestrian hybrid beacon
▪ PROWAG	Proposed Rights-of-Way Accessibility Guidelines
▪ PTN	Permanent transit network
▪ ROW	Right-of-way
▪ RRFB	Round or rectangular flashing beacon
▪ RRSS	Road Repair and Street Safety
▪ SOV	Single occupant vehicle
▪ TDM	Travel demand management
▪ TIA	Traffic impact analysis
▪ TND	Traditional neighborhood design
▪ TOD	Transit oriented development
▪ TWLTL	Two-way left turn lane
▪ USFS	US Forest Service
▪ VMT	Vehicle miles traveled

Active Transportation Master Plan

Commission on Diversity Awareness | 16 November 2021



Martin Ince

Multimodal transportation planner

City of Flagstaff

City of Flagstaff



DRAFT

Active Transportation Master Plan

Active Transportation Master Plan

- Guide to enhancing walking and biking in Flagstaff
- Numerous City plans indicate support for walking and biking
- Starting with the Regional Plan
- But lack detailed guidance and direction
- The ATMP provides the details

Contents

- Policy context
- Guiding principles and approach
- Current conditions
- Goals and policies
- Strategies/actions
- Outcomes and targets
- Implementation
- Planning considerations and design guidance*
- Pedestrian/bicycle infrastructure*

Approach (The Big Shift)

- Be more transformational than incremental
- Emphasize peds and bikes, don't overbuild for cars
- Take a well-rounded approach to transportation; consider multiple community objectives and values
- Pursue a wide range of solutions; provide multiple options for mobility



Policy support



- High level acknowledgement and support for walking and biking
- Builds on goals and policies already in Regional Plan

Strategies and actions

- All the things we can do
- Organized around six topics...
 - Infrastructure
 - Maintenance and operations
 - Support and encouragement
 - Safety
 - Transportation and land use planning
 - Evaluation





Pedestrian and bicycle infrastructure

- Prioritized list of projects: sidewalks, bikeways, FUTS, crossings, bridges and tunnels
- 20-year program of projects for transportation sales tax and first/last mile grant
- Incorporated into City's 5-year Capital Improvements Program (CIP)

Planning considerations and design guidance

Detailed considerations and guidelines for walking and biking...

- Transportation planning
- Land use and urban form
- Street and intersection design
- Pedestrian and bicycle facilities



Inclusion and equity

The following slides include text taken directly from the draft ATMP regarding inclusion and equity...

- Guiding principles
- Goals
- Policies and strategies

Guiding principles (p8)

Mobility – the ability to travel freely to access our daily needs and activities – is a fundamental human right

- More viable transportation options mean better mobility for the entire community.
- A transportation system based on principles of universal design – usable by all with minimal adaptations – benefits all users.
- Community mobility is measured by how well those with mobility challenges can access their daily needs, live independently, and move freely.

Guiding principles (pp8-9)

Active transportation and enhanced mobility support equity

- Equity is both a process and an outcome; a transportation system that serves all depends on a planning and decision-making process that is equitable and inclusive.
- Transportation options improve mobility for all segments of the population, including the elderly, individuals with mobility challenges, low-income populations, and marginalized communities.
- An estimated one-third of Flagstaff residents do not drive. For this segment of the population, mobility is often dependent on walking, biking, or taking the bus.

- Not everyone can afford to drive. Private vehicles can be expensive to own and operate: reducing transportation expenses means more financial resources available for housing, medical expenses, and other necessities.
- Better and less expensive transportation options help to eliminate a barrier for low-income people to participate in the workforce.
- Better mobility for seniors can help them be more active and social, allows aging in place, and provides better access to health care and social services.

Goals (p24)

It is the goal of the City of Flagstaff to...

Promote equity by actively working to ensure that all segments of the population have equal access to safe and functional transportation and equal opportunity for mobility, regardless of age, ability, gender, race, income status, location, or situation.

Policies and strategies (p31)

3.3 Work towards equity and inclusion in pedestrian and bicycle programs.

- Conduct equity analyses of infrastructure plans to ensure equitable distribution of facilities and to verify that low income and underserved neighborhoods are covered.
- Develop working relationships with community and neighborhood groups to encourage more public involvement in transportation projects and planning processes.
- Establish formal equity guidelines and practices to foster better inclusion in our planning processes.

- Engage with relevant boards and commissions, including the City's Diversity Awareness Commission and Commission on Inclusion and Adaptive Living, and MetroPlan/Mountain Line's Coordinated Mobility Council.
- Recruit women, people of color, and other under-represented groups for the Pedestrian Advisory Committee, Bicycle Advisory Committee, and Transportation Commission.

Policies and strategies (p32)

3.4 Incorporate universal access as a key component of walking and biking.

- Review the City's practices and standards for walking and biking facilities to verify that they are compliant with best practices for accessibility.
- Incorporate principles of Universal Design to create facilities that are usable by everyone regardless of age, ability, or status.
- Improve accessibility of FUTS trails for all users, and provide better information to the public about accessibility and trail conditions.

Considerations for equity and inclusion

Low-income neighborhoods, communities of color, and other traditionally disadvantaged populations and groups tend to be underrepresented in transportation planning processes. However, the same populations and groups that are often disparately affected, particularly in regard to mobility and reliance on walking, biking, and transit.

Subsequent slides describe several considerations for promoting equity and inclusion in transportation planning

Build relationships

Establish connections and build working relationships with relevant communities, neighborhoods, groups, and individuals in advance so there is already a relationship in place when support and assistance is needed.

Let communities lead

Local communities and groups have the best understanding and perspective of their situation, including specific reasons why walking and biking work or do not work. It is important to listen and learn from them, give value to their contributions, and share decision making with them.

Evaluate and measure

Routine equity analyses of transportation plans and programs can help ensure that equity considerations are included and addressed in a meaningful way. Geography-based review of current conditions and planned transportation investments will reveal any disparate impacts to low-income neighborhoods and other disadvantaged communities.

Frame the issues

The benefits of walking and biking may not be universally understood, and there may be a perception within disadvantaged communities that active transportation is not relevant to them. Plans and projects should be designed so benefits are specific and meaningful to the community.

Intentional outreach

Outreach efforts must be concerted and intentional to reach populations and communities that do not typically participate in transportation planning processes. Engagement should start early and be consistent throughout the process. Opportunities for meaningful participation and engagement should be brought to the community.

Build capacity

Create opportunities that encourage the development of leadership and participation within disadvantaged communities and groups.

Recruit participation

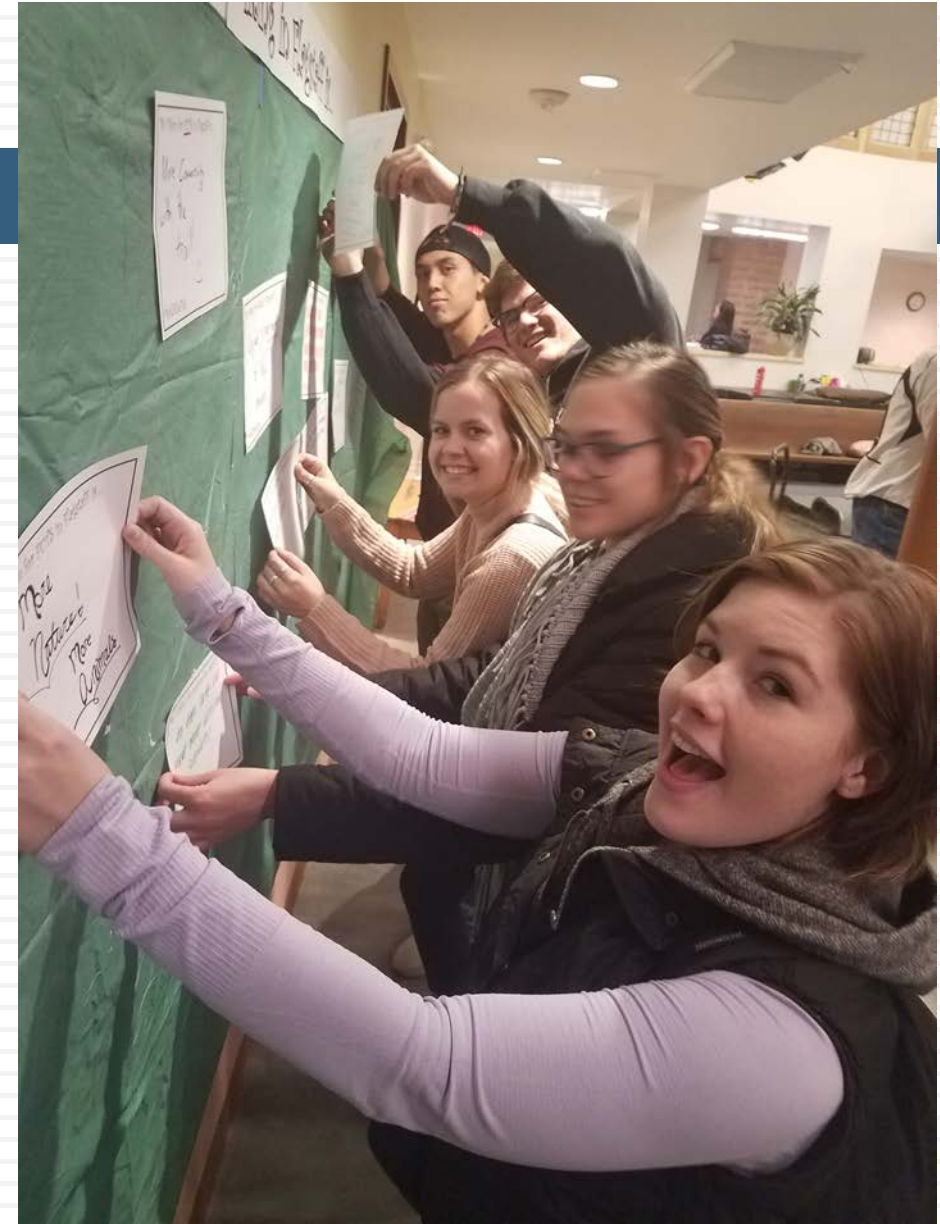
Include representatives from underserved communities and populations to serve on the Pedestrian Advisory Committee, Bicycle Advisory Committee, and Transportation Commission. This effort needs to be based on a foundation of long term and committed engagement, so representation does not become tokenism.

Review and adoption process

- Public release of draft document (Sep 2021)
- Release of design guidance and infrastructure recommendations
- Includes a minor amendment to the Regional Plan
- 60-day public review period (until Nov 19, 2021)
- Detailed review/recommendation by PAC, BAC, Trans Comm, P&Z Comm, City Council (Dec-Jan-Feb 2022)
- Formal approval by Council (Mar 2022)

Public review

- Outreach and engagement
 - Community survey
 - Open houses
 - Presentations to commissions, stakeholder groups
- Already substantial community engagement, want to make sure the plan gets it right



Community survey

www.opentownhall.com/portals/227/Issue_11144

www.flagstaff.az.gov/fcf

- Online at Flagstaff Community Forum
- Open until November 19, 2021

ATMP web page

www.flagstaff.az.gov/atmp





Commission on Diversity Awareness

7. B. i.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Proclamations Work Group Update

STAFF RECOMMENDED ACTION:

- Discuss any upcoming Proclamations for the Work Group to focus on.
- Future Proclamations:
 - Black History Month February
 - Mental Health Awareness Month March
- Native American Heritage Month - was read at the November 2nd City Council meeting. Recording can be found [online](#).

Executive Summary:

Proclamations are made by the Mayor of Flagstaff. The Commission on Diversity Awareness is drafting proclamations to suggest to the Mayor to further promote diversity in the City of Flagstaff.



Commission on Diversity Awareness

7. C. i.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Land Acknowledgment Workgroup Update

Land Acknowledgment and Involvement with the Renaming of the Peaks and Snowbowl expansion plans

STAFF RECOMMENDED ACTION:

- Discuss any updates from the Workgroup
- Provide the staff Liaison direction on what next steps, if any, or additional information is needed regarding the Water Reclamation email that was sent out on October 4th.

Executive Summary:

Informal Working Groups

Informal working groups may be created to research, gather information, and provide recommendations back to the commission on various matters. No official appointments are made to a working group by the commission. Working groups may consist of members of the public and/or less than a quorum of commission members. Unlike subcommittees, working groups are not required to have formal agendas or minutes.

All information and recommendations from the work group must be provided and presented to the commission in an open meeting for public discussion. Informal working groups do not have any powers, duties, or responsibilities of the parent commission. No actions, statements, or recommendations can be made or provided by the working group on behalf of the commission

Attachments

Dr. Silver Report

Presentation from students

Land Acknowledgment Recommendation

Flagstaff Water Resources information email

CITY OF FLAGSTAFF “DENIES” HOPI RELIGIOUS BELIEFS in SNOWBOWL LEGAL FILINGS

City compares harm to Hopi religion by use of City’s reclaimed wastewater on sacred area as similar to recreational boat owners being “deprived of no more than their occasional Sunday piscatorial [fishing] pleasure.”

Excerpted quotations from the City of Flagstaff’s legal filings in *The Hopi Tribe v. Flagstaff* (with **Emphasis Added**) follow.

From the **City of Flagstaff’s October 10, 2014, VERIFIED ANSWER AND THIRD-PARTY COMPLAINT** in *The Hopi Tribe, Plaintiff, vs. The City of Flagstaff, Defendant.*; NO. CV2011-00701; in the Superior Court of the State of Arizona in and for the County of Coconino:

“...Without any evidence to support its [the Hopi’s lawsuit Complaint’s] inflammatory claims, Plaintiff [the Hopi Tribe] asks this Court to grant it relief that has broad-reaching, and, frankly, disastrous, implications upon Arizona’s comprehensive statutory scheme of water use. There is no public nuisance here [by the City’s reclaimed wastewater contaminating of Hopi sacred sites on the San Francisco Peaks].”...

115. Defendant [the City of Flagstaff] lacks knowledge or information sufficient to form a belief regarding the truth of the allegations in paragraph 115 of the complaint [that “The Peaks have played a central and essential role in Hopi culture, traditions, and way of life for centuries. The Peaks, known as Nuvatukya’ovi to the Hopi, are the single most important sacred place the Hopi have. Every month Tribe members go to the Peaks for prayers, and during some months tribe members collect water, greens, and herbs for the ceremonies.”], and therefore [the City of Flagstaff] denies the same [that “The Peaks have played a central and essential role in Hopi culture, traditions, and way of life for centuries. The Peaks, known as Nuvatukya’ovi to the Hopi, are the single most important sacred place the Hopi have...”].

116. Defendant [the City of Flagstaff] lacks knowledge or information sufficient to form a belief regarding the truth of the allegations in paragraph 116 of the complaint [that “The Hopi have been making regular pilgrimages and trips to the Peaks since before recorded history as a central part of their culture and the Hopi way of life. The various Hopi ceremonies conducted during the year, particularly Powamuya in the winter and Niman in the summer, require visits and offerings to specific shrines on the Peaks.”], and therefore [the City of Flagstaff] denies the same” [that “The Hopi have been making regular pilgrimages and

trips to the Peaks since before recorded history as a central part of their culture and the Hopi way of life...”]...

122. Defendant [the City of Flagstaff] lacks knowledge or information sufficient to form a belief regarding the truth of the allegations in paragraph 122 of the complaint [that “There are Hopi sacred areas, including shrines, in the immediate vicinity of the Snowbowl Resort Area.”], and therefore [the City of Flagstaff] denies the same [that “There are Hopi sacred areas, including shrines, in the immediate vicinity of the Snowbowl Resort Area.”]...

125. Defendant [the City of Flagstaff] lacks knowledge or information sufficient to form a belief regarding the truth of the allegations in paragraph 125 of the complaint [“The Hopi collect water from springs on the Peaks and use the water for a variety of ceremonial activities. Several of the springs on the Peaks are associated with specific ceremonies and religious societies.”], and therefore [the City of Flagstaff] denies the same [that “The Hopi collect water from springs on the Peaks and use the water for a variety of ceremonial activities. Several of the springs on the Peaks are associated with specific ceremonies and religious societies”]...

135. Defendant [the City of Flagstaff] lacks knowledge or information sufficient to form a belief regarding the truth of the allegations in paragraph 135 of the complaint [“Artificial snow made with reclaimed wastewater will introduce numerous chemicals that are not degraded or removed in the wastewater treatment process to the San Francisco Peaks, in particular to the areas in the Snowbowl Resort Area and its vicinity that have been a part of Hopi use for ceremonial pilgrimages and hunting and gathering trips for centuries.”], and therefore denies the same [that “Artificial snow made with reclaimed wastewater will introduce numerous chemicals that are not degraded or removed in the wastewater treatment process to the San Francisco Peaks, in particular to the areas in the Snowbowl Resort Area and its vicinity that have been a part of Hopi use for ceremonial pilgrimages and hunting and gathering trips for centuries”], except [the City of Flagstaff] avers [asserts as fact]...upon information and belief, that the ceremonial significance of the San Francisco Peaks to the Hopi Tribe (among others [Navajo, Havasupai, Hualapai, Yavapai Apache, and White Mountain Apache]) was fully litigated in the eleven-day Religious Freedom Restoration Act Trial conducted in *Navajo Nation v. US Forest Serv.*, 408 F. Supp. 2d 866 (D. Ariz. 2006), *aff’d*, 535 F.3d 1058 (9th Cir. 2008).”¹

¹ *Navajo Nation v. US Forest Serv.* directly resulted from the City of Flagstaff’s decision to defer and refer to the Forest Service the decision to respect Tribal cultural and religious concerns regarding use of reclaimed wastewater on the Peaks. The City made this decision to defer and refer in spite of the fact that the Forest Service decision would inevitably be preordained to reject Tribal concerns. In *Navajo Nation v. US Forest Serv.*, the Navajo, Hopi, Havasupai, Hualapai, Yavapai Apache, and White Mountain Apache challenged in federal court the Forest Service decision to reject Tribal concerns regarding the use of reclaimed wastewater on the Peaks.

Excerpts from *Navajo Nation v. US Forest Serv.* that the City of Flagstaff “avers” or asserts as factual include:

...5. The Ninth Circuit has clearly articulated the proper legal standard to be applied in this case: an action “burdens the free exercise of religion if it puts substantial pressure on an adherent to

modify his behavior and violate his beliefs, including *904 when . . . it results in the choice of an individual of either abandoning his religious principle or facing criminal prosecution." *Guam*, 290 F.3d at 1222. . .

7. The government's land management decision will not be a "substantial burden" absent a showing that it coerces someone into violating his or her religious beliefs or penalizes his or her religious activity. *Lyng*, 485 U.S. at 449-53, 108 S. Ct. 1319...see *Wilson*, 708 F.2d at 741 ("Many government actions may offend religious believers, and may cast doubt upon the veracity of religious beliefs, but unless such actions penalize faith, they do not burden religion."); see also *Havasupai Tribe*, 752 F.Supp. at 1484-1486 (finding Forest Service approval of plan for operations of uranium mine does not substantially burden exercise of religion because, although Havasupai Tribe's religious and cultural belief systems are "intimately bound up" in the site, "Plaintiffs are not penalized for their beliefs, nor are they prevented from practicing their religion."); *Means*, 858 F.2d at 406-07 (finding no substantial burden where "[t]he Forest Service has performed no act of compulsion to interfere with appellees' ceremonies or practices nor has it denied them access to [the Forest lands] for religious purposes").

8. Indeed, "Courts consistently have refused to disturb governmental land management decisions that have been challenged by Native Americans on free exercise grounds." *Means*, 858 F.2d at 407 (providing citations to numerous cases). . .

10. The evaluation of when the government's land management decisions cross the line from legitimate conduct to unconstitutional prohibitions on the free exercise of religion "cannot depend on measuring the effects of a governmental action on a religious objector's spiritual development." *Lyng*, 485 U.S. at 451, 108 S. Ct. 1319. . .

13. Here, Plaintiffs have failed to demonstrate that the Snowbowl decision coerces them into violating their religious beliefs or penalizes their religious activity. *Cf. Lyng*, 485 U.S. at 449, 108 S. Ct. 1319. In fact, the Forest Service has guaranteed that religious practitioners would still have access to the Snowbowl and the approximately 74,000 acres of the CNF that comprise the Peaks for religious purposes. . .

15. Plaintiffs' assertions of perceived religious impact are near identical to those voiced by the Hopi Tribe and the Navajo Nation in *Wilson v. Block*. In that case, the plaintiffs [Navajo Nation] similarly asserted that "development of the Peaks would be a profane act, and an affront to the deities, and that, in consequence, the Peaks would lose their healing power and otherwise cease to benefit the tribes." 708 F.2d at 740. They [Navajo Nation] contended "that development would seriously impair their ability to pray and conduct ceremonies upon the Peaks." *Id.* Considering this information, the D.C. Circuit found the agency's decision did not substantially burden the tribes' exercise of religion. *Id.* at 745. The same decision is warranted here. The subjective views and beliefs presented at trial, although sincerely held, are not sufficient for the proposed project to constitute a substantial burden under RFRA [Religious Freedom Restoration Act] on the practice of religion by any Plaintiff or any members of any Plaintiff tribe or nation. . .

18. The Snowbowl decision does not bar Plaintiffs' access, use, or ritual practice on any part of the Peaks. The decision does not coerce individuals into acting contrary to their religious beliefs nor does it penalize anyone for practicing his or her religion. . .

28. ...*Lyng*, 485 U.S. at 453, 108 S. Ct. 1319 ("Whatever *907 rights the Indians may have to the use of the area . . ., those rights do not divest the Government of its right to use what is, after all, its land.")...

... *908 III. Conclusion

The Forest Service properly observed all of the procedural requirements during the various stages of approving the Snowbowl project, including preparation of an extensive EIS [Environmental Impact Statement]..."

This case, *Navajo Nation v. US Forest Serv.*, now cited by the City of Flagstaff, directly resulted from the City of Flagstaff's March 19, 2002, refusal to evaluate, on its own, Tribal concerns regarding the effects of the City's clearance to use its reclaimed wastewater on the Peaks. Instead of respecting Tribal concerns, the City of Flagstaff chose to defer and refer to the Forest Service the evaluation and the ultimate decision. This decision essentially guaranteed that Tribal concerns would be rejected based on (1) the Forest Service's history of consistently denying protection of sacred sites, and (2) the Forest Service's history of success in defending its consistent denials of sacred site protection in court.

Snowbowl's "future depends on artificial snow making."² On February 21, 2002, the Snowbowl formally asked the City of Flagstaff for a commitment to sell the City's reclaimed wastewater for use on the Peaks.³ By March 19, 2002, the City of Flagstaff swiftly agreed to sell its reclaimed wastewater to the Snowbowl contingent on the Forest Service's ultimate "decision" regarding its use.⁴

Predictably, the Forest Service would go through the motions to produce an outcome-preordained environmental study rejecting Tribal concerns. Ultimately and predictably, the Forest Service would then defend its "decision" in *Navajo Nation v. US Forest Serv.* **The outcome in *Navajo Nation v. US Forest Serv.* was completely predictable owing to the April 19, 1988, U.S. Supreme Court ruling, *Lyng v. Northwest Indian Cemetery Prot. Assn.*, 485 U.S. 439 (1988) ["*Lyng*"]. In *Lyng*, the U.S. Supreme Court ruled, that the Forest Service may destroy the sacred nature of its land as long as the government does not "coerce" one to violate their religious belief.**

Specifically, in *Lyng*, the U.S. Supreme Court rules,

"...Incidental effects of government programs, which may interfere with the practice of certain religions, but which have no tendency to coerce individuals into acting contrary to their religious beliefs, do not require government to bring forward a compelling justification for its otherwise lawful actions...Even assuming that the Government's actions here will virtually destroy the Indians' ability to practice their religion, the Constitution simply does not provide a principle that could justify upholding respondents' [Native American's] legal claims."

Since 1988, *Lyng* and its following legal rulings unfortunately have become the defining legal authority in obstructing protection of sacred sites on public lands. **Simply stated, *Lyng* summarily declares that (1) the Forest Service's right to use its land as it wishes overrides the claim of Native American religious practitioners, because the government is not**

² "Court rejects ski resort's snow plan for wastewater," Bruce Geiselman, Waste News, March 19, 2007 ("The operators of the Arizona Snowbowl said...the resort's future depends on artificial snow making."); See also: Draft Environmental Impact Statement for Arizona Snowbowl Facilities Improvements, Coconino National Forest, Coconino County, Arizona, February 2004.; and Final Environmental Impact Statement for Arizona Snowbowl Facilities, Volume 1, Coconino National Forest, Coconino County, Arizona, February 2005.

³ "Snowbowl files reclaimed water plan," Jeff Tucker, Arizona Daily Sun, February 19, 2002.

⁴ City of Flagstaff City Council Minutes, March 19, 2002.

literally outlawing Native American religion, and (2) the First Amendment protects belief, but not the ability to practice religion for Native Americans.

Lyng and its following legal rulings have been the controlling legal authorities governing non-protection of Native American sacred sites since 1988. **In 2002, the City of Flagstaff would have certainly known of *Lyng* and of the pain and suffering *Lyng* has been causing in Indian Country.**

Nonetheless, on March 19, 2002, the Flagstaff City Council unanimously passed a motion to “enter into an agreement to sell reclaimed wastewater” to Arizona Snowbowl saying “that the purpose of the NEPA [National Environmental Policy Act Forest Service] process is to take all cultural, social, religious, and environmental issues into account as part of the body of information used to make a decision at the next level...”⁵

The City of Flagstaff’s ignoring the 1988, U.S. Supreme Court *Lyng* decision is obviously a lie by omission. Forest Service’ NEPA evaluations and decisions, subsequent to the 1988, *Lyng* decision, do not protect Native American sacred sites and religious practices on federal lands. The cultural and religious concerns of the Navajo, Hopi, Hualapai, Havasupai, Yavapai Apache and White Mountain Apache would not influence, would not affect, nor would these concerns change the predetermined Forest Service NEPA approval of the use of reclaimed wastewater on the Peaks resulting from the City’s deferral and referral to the Forest Service.

From the **City of Flagstaff’s June 21, 2017, City of Flagstaff’s Answering [Appellate] Brief in 2017 WL 3198131, Court of Appeals of Arizona, Division 1.; The Hopi Tribe, v. The City of Flagstaff, Defendant/Appellee., and Arizona Snowbowl Resort Limited Partnership, Third-Party Defendant/Appellee.:**

“While the Hopi may enjoy the Peaks in different manner than hikers, photographers, bird watchers, hunters, or other uses, the use and enjoyment of the Peaks which they claim is no different than that of any other group or the public at large.”...

“The City of Flagstaff submits that this Court should affirm the trial court and, in doing so, should award it fees and costs for this appeal.”

From the **Appellate Court’s February 8, 2018, OPINION in the City of Flagstaff’s Appeal from the Superior Court in Coconino County** in the Arizona Court of Appeals, Division One; *The Hopi Tribe, Plaintiff/Appellant, v. ARIZONA SNOWBOWL RESORT LIMITED PARTNERSHIP, et al. [City of Flagstaff], Defendants/Appellees.*; No. 1 CA-CV 16-0521, FILED 2-8-2018; Appeal from the Superior Court in Coconino County, No. S0300CV201100701:

⁵ These quotations come from the March 19, 2002, City Council minutes. City officials at the time included, Mayor Joseph Donaldson; Council Members Vice Mayor Karen Cooper, Allen Edgar, Bill Jeffery, Libby Silva, Penny Tovillion, and Al White, City Manager Dave Wilcox, and City Attorney Joe Bertoldo.

“Because we find the Tribe sufficiently alleged the use of reclaimed wastewater causes its members a special injury, different in kind than that suffered by the general public, by interfering with places of special cultural and religious significance to the Tribe, we reverse the trial court’s dismissal...

This emphasis on the emotional, cultural, and religious significance of the cemetery in *Beatty* supports the Tribe’s argument here that interference with a place of special importance can cause special injury to those personally affected, even when that place of special importance is upon public land.

¶13 Adopting this position, we find that within its complaint, the Tribe sufficiently alleges special injury. ... the Tribe alleges:

131. The purity of the ceremonial objects collected by members of the Hopi Tribe during pilgrimages is of particular importance. These objects cannot be used for ceremonial purposes if they become tainted or impure. ...

138. ... Natural resources that the Hopi collect, as well as shrines, sacred areas, and springs on the Peaks will come into contact with the blown reclaimed wastewater ... This negatively impacts the Hopi’s use of the Snowbowl Resort Area, the Wilderness Area, and surrounding areas, and causes Hopi practitioners to stop using the areas they have traditionally used. ...

201. The Hopi Tribe suffers specific injury ... because the prevailing winds will blow the artificial snow outside the boundaries of the application area thus negatively impacting Hopi’s use of these areas, including for ceremonial practices. ...

202. The Hopi Tribe will suffer specific injury ... because the artificial snow will blow towards, and melting snow will runoff into, springs and water bodies the Hopi Tribe uses for ceremonial and utilitarian purposes. ...

¶14 We are not persuaded by the City’s reliance upon *Oppen v. Aetna Insurance Co.*, 485 F.2d 252 (9th Cir. 1973). There, the Ninth Circuit held that boat owners seeking to recover damages following an oil spill were not specially injured when “deprived of no more than their occasional Sunday piscatorial pleasure.” *Id.* at 253, 260 (internal quotations omitted). Unlike *Oppen*, where the boat owners’ loss of navigation rights was no different in kind from that suffered by the public generally, *see id.* at 260, here, the Tribe distinguishes its cultural and religious interest in the Peaks from the recreational interests of the public at large. ...

CONCLUSION

¶19 The trial court’s order dismissing the Tribe’s complaint is reversed...”

The City of Flagstaff appealed the appellate court ruling to the Arizona Supreme Court. From the City of Flagstaff’s March 12, 2018, PETITION FOR REVIEW IN THE SUPREME COURT STATE OF ARIZONA; The Hopi Tribe, Plaintiff/Appellant, v. The City

of Flagstaff, Arizona, Defendant/Appellee, and Arizona Snowbowl Resort Limited Partnership, Third-Party Defendant/Appellee.; Arizona Supreme Court No. CV-18-0057-PR:

“The City of Flagstaff, Arizona hereby petitions that this Court review the decision rendered by the Court of Appeals, Division One, dated February 8, 2018 in the above-captioned matter. ...

The “injury” alleged by the Complaint is the environmental damage of using reclaimed water for snowmaking. That injury is common to all of the public who frequent or utilize the area for many different purposes. ...”

From the **City of Flagstaff’s May 29, 2018, SUPPLEMENTAL MEMORANDUM in the State of Arizona Supreme Court; The Hopi Tribe, Plaintiff/Appellant, v. The City of Flagstaff, Arizona, Defendant/Appellee.; and Arizona Snowbowl Resort Limited Partnership, Third-Party Defendant/Appellee; No. CV-18-0057-PR.:**

“The Hopi Tribe lacks standing to bring a public nuisance claim because it has no “special injury” different than the environmental injury suffered by the public who use the Peaks.”...

“...The Hopi cite to no case which supports their position that environmental damage to religious objects is a “special injury...The injury that is alleged as public nuisance is environmental damage common to all who use the San Francisco Peaks” ...”

The City of Flagstaff’s appeal to the Arizona Supreme Court to reverse the appellate court’s ruling in favor of the Hopi was successful. The Arizona Supreme Court ruled in favor of the City of Flagstaff against the Hopi. From HOPI TRIBE, *Plaintiff/Appellant*, v. ARIZONA SNOWBOWL RESORT LIMITED PARTNERSHIP, ET AL [City of Flagstaff]., *Defendants/Appellees.*; No. CV-18-0057-PR, Filed November 29, 2018, in the Supreme Court of the State of Arizona; Appeal from the Superior Court in Coconino County, **AFFIRMED;** Opinion of the Court of Appeals, Division One, 244 Ariz. 259 (App. 2018), **VACATED AND REMANDED:**

“...opinion of the Court:

¶1 Private parties may bring public nuisance claims in Arizona if the alleged nuisance caused the plaintiff special injury, meaning “damage [that is] different in kind or quality from that suffered by the public in common.” *Armory Park Neighborhood Ass’n v. Episcopal Cmty. Servs. in Ariz.*, 148 Ariz. 1, 5 (1985). Today we hold, as a matter of law, that environmental damage to public land with religious, cultural, or emotional significance to the plaintiff is not special injury for public nuisance purposes.” ...

¶14 Primarily relying on *In re Exxon Valdez*, 104 F.3d 1196 (9th Cir. 1997), Snowbowl contends that the alleged injury here is to the Tribe's "desire to enjoy 'pristine natural surroundings,'" *see id.* at 1198, which "is a right shared by the public generally." Snowbowl argues that injury is not transformed into "special harm" "[j]ust because [the Tribe's] members . . . wish to access the Peaks for religious reasons" when "others' motivations are environmental or recreational." The Tribe counters that "the reclaimed wastewater has directly and significantly impeded [its] use and enjoyment of a place of special importance to the Tribe by thwarting [its] religious practices" on the Peaks. According to the Tribe, such "significant interference with its use of sacred places that have formed a central component of its cultural and religious life since before recorded history" constitutes "injury [that] is clearly different in kind [from] that suffered by the public." The Tribe maintains that recognizing its injury as "special" "fits squarely within long-established Arizona and other applicable precedent," including *Armory Park* and *Beatty*, and supports its public nuisance claim...

¶15 We [the Arizona Supreme Court justices] agree with Snowbowl. Contrary to the Tribe's assertion that the place-of-special-importance form of special injury is consistent with Arizona law, the only public nuisance cases in which we have recognized special injury involved property or pecuniary [monetary] interests not present here." ...

¶19 *Lyng* illustrates this well. There, various parties, including "an Indian organization, individual Indians, nature organizations and individual members of those organizations, and the State of California," brought a religious-freedom-based challenge to a proposed road upgrade and timber harvesting in California's Chimney Rock area. 485 U.S. at 443. The plaintiffs claimed that those projects violated their rights under the First Amendment's Free Exercise Clause and various federal statutes. *Id.*

¶20 The United States Supreme Court rejected the challenge, *id.* at 453 [*Lyng*], despite recognizing that "the logging and road-building projects at issue in th[e] case could have devastating effects on traditional Indian religious practices" that are "intimately and inextricably bound up with the unique features of the Chimney Rock area," *id.* at 451.

¶21 As the Court in *Lyng* observed, "[w]hatever rights the Indians may have to the use of the area, . . . those rights do not divest the Government of its right to use what is, after all, *its* land." ... Although this case does not involve First Amendment or federal statutory claims, it similarly illustrates how the place-of-special-importance category the Tribe urges (and the court of appeals embraced) would essentially empower a lone plaintiff to interfere with decisions by public officials (made here after extensive input from interested parties, including the Tribe) concerning the best use of public lands...

¶22 The reclaimed water contract at issue here went through a nearly decade long review process in which the Tribe participated and actively voiced its opposition. That process included a series of public hearings at which the City considered alternatives to reclaimed water. And after approving the contract

with Snowbowl, the City considered, held public comment on, and ultimately denied a motion to reconsider its decision. ...”

For the reasons stated above, we affirm the trial court’s judgment in favor of Snowbowl and the City on the Tribe’s public nuisance claim, vacate the court of appeals’ opinion, and remand the case to the court of appeals to determine whether the trial court’s fee award is supportable and appropriate...”

Quotations from media coverage of the Arizona Supreme Court ruling are instructive. From the November 29, 2018, Arizona Republic, in “Hopi lose arguments on Snowbowl snowmaking in state Supreme Court ruling,”:

“‘A sad comment on our law’

In their dissent, Chief Justice Bales and Justice Bolick argued that the majority’s ruling “largely ignores the distinctive harms alleged by the Hopi” and undermined the very purpose of the public nuisance law.

“The majority fails to appreciate that the wastewater will affect the Hopi’s use and enjoyment of ancestral lands that have played a central role in Hopi culture and religion since before the Coconino National Forest was of concern to the broader public,” the dissenters wrote...

“We may live in a material world,” they wrote, “but it is a sad comment on our law to suggest that other interests — such as religious traditions and practices manifest through millennia and recognized by federal law — cannot support a claim of special injury for purposes of the public nuisance doctrine.”⁶

From the November 30, 2018, Arizona Daily Sun and the Associated Press, in “High court rules against Hopi Tribe in snowmaking challenge,”:

“The city of Flagstaff declined comment on the ruling. ...

In a dissenting opinion, Chief Justice Scott Bales said the court has long recognized that special injury can extend beyond property and monetary rights. He said it’s ironic that if the Hopi sold pine boughs or pinon nuts gathered from the mountain, the majority would allow a special injury claim.

“The general public does not have millennia of religious practice in the area that will be covered in a fine film of reclaim sewage,” Bales wrote. “Nor does the general

⁶ “Hopi lose arguments on Snowbowl snowmaking in state Supreme Court ruling, Arizona Republic, November 29, 2018, <https://www.azcentral.com/story/news/local/arizona/2018/11/29/hopi-lose-arguments-snowbowlsnowmaking-state-supreme-court-ruling/1997219002/> .

public have rights of access and use, rooted in Hopi tradition and cultural practices, recognized by federal statutes."

"I'm disappointed and I'm frustrated," said Leigh Kuwanwisiwma, who retired as the Hopi's longtime cultural preservation director last year and was heavily involved in the case. "But I think indigenous people like Hopi people are always going to be at a legal disadvantage when they put something like that in a white man's court."⁷

For more information:

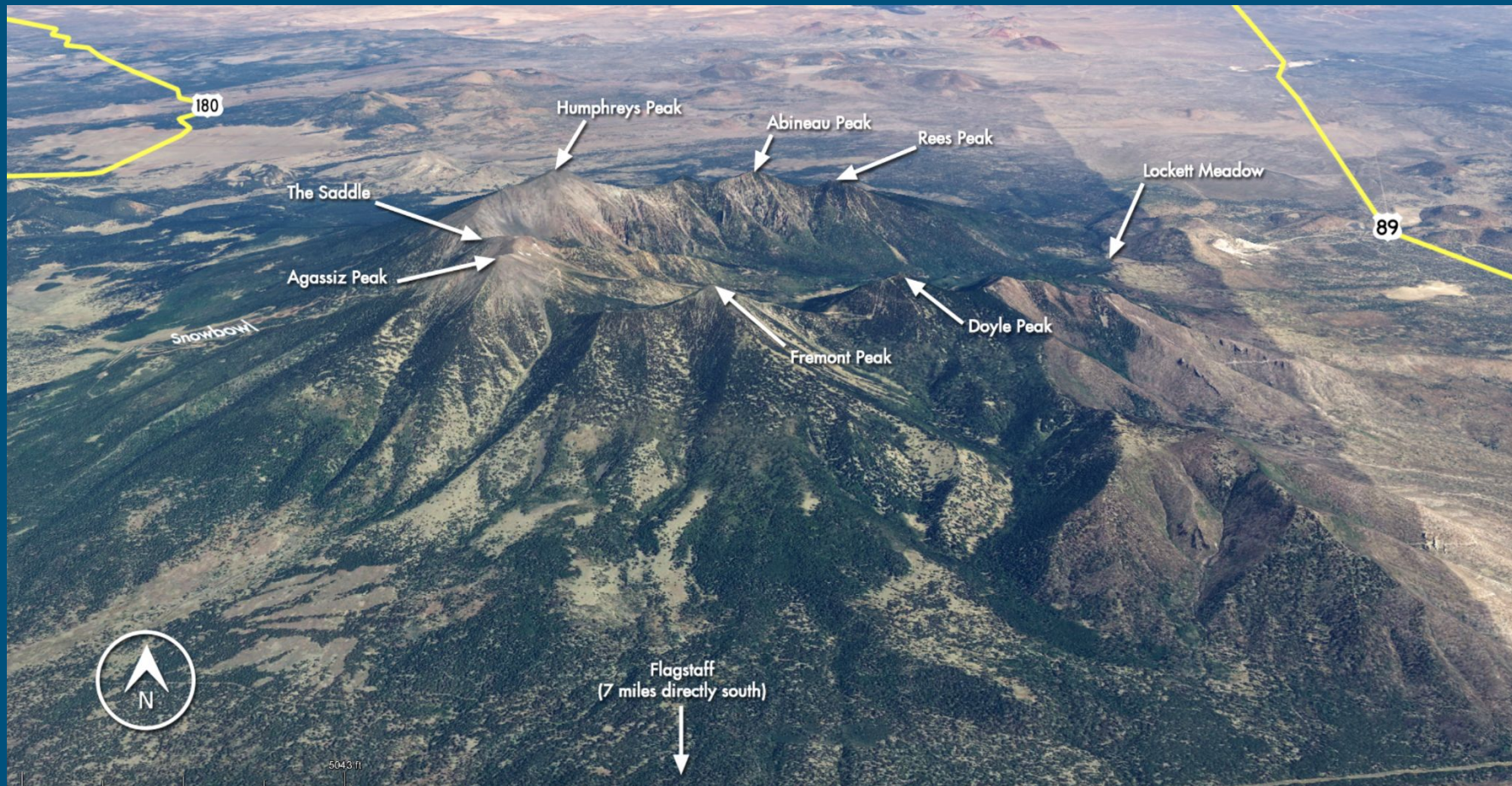
Robin Silver, M.D.
Co-Founder and Board Member
Center for Biological Diversity
Email: rsilver@biologicaldiversity.org
Phone: 602-799-3275

⁷ "High court rules against Hopi Tribe in snowmaking challenge," Felicia Fonseca, Associated Press, Arizona Daily Sun, November 30, 2018, https://azdailysun.com/news/local/high-court-rules-against-hopi-tribe-in-snowmakingchallenge/article_1cad9758-a74e-539a-872a-5fb3b939aaaa.html#tracking-source=home-top-story-1.



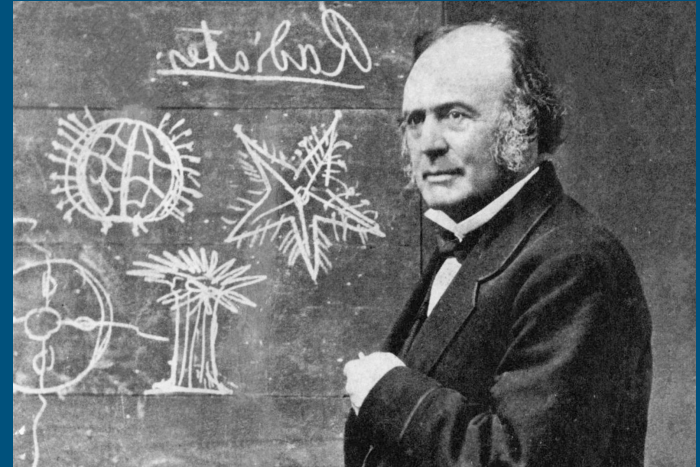
Renaming Agassiz Peak

By: Indigenous Youth Leaders



History of Jean Louis Rodolphe Agassiz

- Jean Louis Rodolphe Agassiz was a Swiss- born American biologist/ geologist.
- Agassiz was also an opponent of miscegenation. At a lecture at the Charleston Literary Club in South Carolina in 1847, **Agassiz announced that blacks constituted a separate species**. In a letter to American abolitionist Samuel Gridley Howe in 1863, **Agassiz stated that sexual relations between blacks and whites were “immoral” and “destructive to the social equality.”**
- Agassiz peak, is named after a biologist who used his studies to legitimize racist beliefs of white superiority. So, keeping the name the same deeply affects the indigenous as the meanings behind each of their names are important to us. This also creates a culture of racism colonization that should be deemed unacceptable.

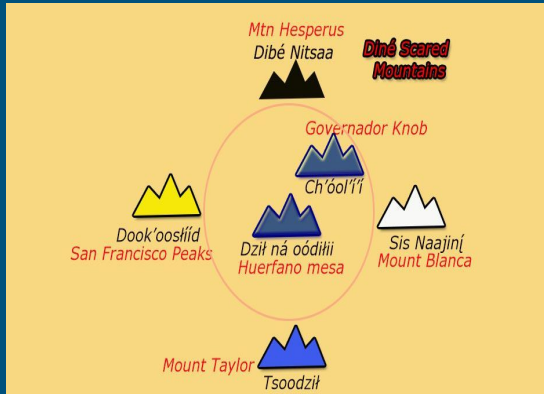


Why is this is an important issue to indigenous people?

- The peaks is considered sacred to 13 indigenous nations which sadly, some have been pushed out of Arizona. **13 Tribal Nations which include; Pueblo, Mohave, Havasupai, Yavapai, Hualapai, Navajo, Hopi, Apache, Zuni, Salt, Gila, Paiute, and Ute**
- The peaks still remain sacred and holy to many Indigenous nations therefore, the **current names of the peaks is viewed as inappropriate and misrepresenting.**

Cultural significance to local Native tribes

The peaks are associated with 13 indigenous nations. The Peaks is associated with spiritual deities, ancestors, emergence, ceremonies, climate conduit, and is still integral to indigenous daily practices.



Native names for Agassiz Peak

- Dook'o'oosłíid (Navajo) (Abalone Shell Mountain) (The Mountain that reflects)
- Pavoyoykyasi (rain tablet) Nuva'tukya'ovi —(Hopi)
- Dził Tso—Dilzhe'e—(Apache) (Big Mountain)
- Tsii Bina—Aa'ku—(Acoma)
- Nuvaxatuh—Nuwuvi—(Southern Paiute)
- Hvehasahpatch or Huassapatch—Havasú 'Baaja—(Havasupai)
- Wik'hanbaja—Hwal'bay—(Hualapai)
- Wi:mun Kwa—(Yavapai)
- Sunha K'hbchu Yalanne—A:shiwi (Zuni)
- 'Amat 'Tikwe Nyava—Hamakhav—(Mojave)
- Sierra sin Agua—(Spanish) (The mountain without water)

Quotes from Native Elders

- “Dook’oosliid has been a part of our sacred circle of life since the beginning of life for the Diné people. We as Diné utilize sacred plants, water, & minerals from this sacred mountain. Our medicine men go to the mountains to gather ceremony bundles & give offerings to the Diyin Dine’e & give their offerings/ thanks for protectings us. The mountain have the power to cure our ailments. That’s why the mountain are sacred to us. We must not abuse the mountains”- **Navajo Elder**
- “[The peaks are one of the] sacred places where the earth brushes up against the unseen world,” said **Yavapai-Apache Chairman Vincent Randall**.
- “To us Hopis, the Peaks is a sacred home and resting place for our spiritual beings, kachina spirits. The kachina spirits serve as guides to the Hopi people.” - **Hopi Elder**

Press Release

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Earth Notes: Flagstaff To Rename Street Linked To Racist History

By RYAN HEINSIUS • NOV 18, 2020

PROGRAM
Earth Notes

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There's a movement in Flagstaff to change the name of a downtown street with a controversial moniker. City officials are considering several community proposals to rethink Agassiz St. It was named after Louis Agassiz, an influential 19th century biologist and Harvard professor. But his legacy is one of racism.



File photo: Swiss-American biologist, Jean Louis Rodolphe Agassiz, 1807-1873
CREDIT GETTY IMAGES

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2:00

Louis Agassiz loomed large in the world of natural sciences in the 1800's. He

Press Release continued..

☰

Daily Sun

Flagstaff High School students advocate for renaming the Peaks

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🗨️ 37 comments

ALERT TOP STORY

Flagstaff High School students advocate for renaming the Peaks

Kaitlin Olson Apr 14, 2020 Updated Sep 24, 2020 37

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Members of Flagstaff High School's Native American Club stand with Flagstaff City Councilmember Jamie Whelan, right, in this March photo. The students are seeking support from local jurisdictions in renaming the San Francisco Peaks to better represent their indigenous history.

Kaitlin Olson

f 🐦 ✉ 📖 🗨️

Kaitlin Olson

Early last month, rather than being distracted by their upcoming spring break, a group of Flagstaff High School students decided to add a higher issue to their list of spring semester to-dos: advocating for the renaming of the San Francisco Peaks.

In a press conference March 11, representatives from Flag High's Native American Club explained these mountains have long been sacred to 13 tribal nations, so names like Agassiz Peak, in particular, are out-of-line.

Although Louis Agassiz was recognized for his

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Personal Statements from Students

We will be hearing from the following students:

Mashayla Tso, Makaius Marks, Danell Lipscomb, etc.

Closing Statement

Agassiz's science was used to try to legitimize racist beliefs of white racial superiority. Therefore, naming a peak after him is not appropriate and antagonizes the beliefs and acknowledgments of the indigenous nations and other communities of color. **This creates a culture of Racism and colonization that we deem as unacceptable.**

- **Keeping the name, Agassiz Peak, deeply affects Indigenous people as the cultural names of the peaks describe the spiritual healing and power that the mountain withholds.. This also creates a culture of racism and colonization that should be deemed unacceptable.**



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Land Acknowledgement Recommendation for Flagstaff City Council

By the Commission on Diversity Awareness

September 21, 2021

Out of respect for the ancestral lands occupied by multiple Indigenous tribes and with respect for current residents of the Flagstaff community who are tribal members and/or descendants of Indigenous peoples, the Commission on Diversity Awareness strongly supports the proposal presented to City Council to incorporate a land acknowledgement on the City website. We also recommend that the land acknowledgement be read at the opening of City Council meetings.

Jessica Vigorito

From: Jessica Vigorito
Sent: Monday, October 4, 2021 2:58 PM
To: DD; Jean Toner; J and D Wegwert; Marcela Pino; Mandy Gebler; CTucci127@gmail.com; hardi.claire@gmail.com
Subject: Flagstaff Water Resources information
Attachments: IPD2021_Final.pdf

Hello All,

I am passing along some Flagstaff Water Resources and Reclamation information that I have been able to find since the last conversation on this topic. Attached you will find a flyer for Indigenous Peoples Day which includes a section on Water that I thought might be helpful to the Workgroup discussion. I also copied links below to case studies and information available on the City website. Erin Young, Water Resources Manager, did offer to attend a Commission meeting to present or answer questions.

<https://www.flagstaff.az.gov/2328/Reclaimed-Water-Is-It-Safe>
<https://www.flagstaff.az.gov/21/Reclaimed-Water>
<https://www.flagstaff.az.gov/4522/Case-Studies>

To ensure compliance with the Open Meeting Law, recipients of this message should not forward it to other board members and board members should not reply all to this message.

Jessica Vigorito, MPA
City of Flagstaff
Human Resources Analyst

Office Phone: (928)213-2099
Website: www.flagstaff.az.gov/humanresources



Please consider our environment before printing this e-mail





Commission on Diversity Awareness

7. C. ii.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Updates on Recommendations

STAFF RECOMMENDED ACTION:

Recommendation to the Flagstaff City Council for a city ordinance regarding equitable restroom availability. Listen to the presentation from Chris Rhode regarding the Municipality Equity Index and discuss any recommendations for next steps.

Executive Summary:

Commission recommendations are important to the City Council and they are taken under consideration for possible action. The City Council has several options and may:

- Accept the recommendation and give further direction.
- Change the provisions of a recommendation before giving further direction.
- Send a matter back for further consideration.
- Not accept the recommendation.

Previous Council Decision on This:

FAIR item for September 7th Council meeting

Attachments

Equitable Restroom Recommendation

Recommendation to the Flagstaff City Council for a city ordinance regarding equitable restroom availability

The Commission on Diversity Awareness for the City of Flagstaff recommends the creation and passage of a city ordinance requiring that all single occupancy public restrooms be available for use for everyone regardless of gender. It is our recommendation that the ordinance include the following elements:

1. Restrooms affected by this ordinance would be those intended for use by one person at a time, or for family or assisted use, and located in buildings owned by the City of Flagstaff.
2. Signage on such restrooms would include words such as “gender neutral,” “all gender,” or simply the word “restroom” without reference to the gender of the occupant.
3. Responsibility for ensuring that signage is updated to meet these requirements would be determined by the City Council.
4. The ordinance would affect all existing and future single occupancy restrooms.
5. The ordinance would include an effective date determined by the City Council.

Furthermore, the Commission on Diversity Awareness requests that the Flagstaff City Council recommend the practice of using nongendered signage for single-occupancy restrooms used by the public but not owned by the city (such as restrooms in educational facilities, healthcare facilities, and businesses that are open to the public).

Reasons for consideration of this ordinance include:

1. Promoting the safety of gender non-conforming persons
2. Creating a welcoming environment for gender non-conforming persons
3. Increasing restroom availability for all



Commission on Diversity Awareness

7. C. iii.

From: Jessica Foos, Human Resources Analyst

DATE: 11/22/2021

SUBJECT: Recommendations for Consideration

STAFF RECOMMENDED ACTION:

Anti Camping Ordinance - Update from the Workgroup

Executive Summary:

Commission recommendations are important to the City Council and they are taken under consideration for possible action. The City Council has several options and may:

- Accept the recommendation and give further direction.
- Change the provisions of a recommendation before giving further direction.
- Send a matter back for further consideration.
- Not accept the recommendation.

Previous Council Decision on This:

This was listed as a FAIR item on Council's July 9th agenda.
