

Policy Guide for Richmond Connects



OUTREACH AND ENGAGEMENT PLAN

CITY OF RICHMOND – DEPARTMENT OF PUBLIC WORKS OFFICE OF EQUITABLE TRANSIT AND MOBILITY

This document contains a draft overview of the outreach plan for the development of "Path to Equity: Policy Guide for Richmond Connects." The policy guide planning effort will focus on the development of new policy language regarding equity in transportation, called equity factors, and will reiterate the existing vision, goals, and objectives from the Richmond 300 master plan. The policy guide will help lay the framework for the path to equitable transportation to be articulated in Richmond Connects. This is a staff produced document intended to guide outreach scoping and methods discussions internally, and serve as an informational document for the public.

DPW May 2021

Introduction

In light of the changing City environment, culture, and social needs, the City of Richmond (COR) has determined it is vital to update its policy guidance for multimodal transportation. The basis for this plan, coming from our citizens and our elected leadership, will be to apply an equity lens as the foremost factor for understanding our multimodal transportation needs. How to achieve equity in transportation, and defining what equity looks like in the eyes of Richmonders will be the primary focus of the policy guide, for which this document lays out an outreach plan. This plan, "Path to Equity: Policy Guide for Richmond Connects," is intended to direct actions that will ensure the efficient and equitable movement of both people and goods, with an emphasis on creating great places. It will discuss how mobility, safety, mode choice, air and water quality, quality of life, public health, economic development and other goals and objectives as laid out in the Richmond 300 Guide for Growth master plan, must all be assessed with impacts to equity in mind. This plan will lay the policy framework for subsequent planning efforts anticipated by the COR, namely the Richmond Connects plan compendium, including a Richmond Connects Equitable Mobility and Accessibility Plan (RC-EMAAP) and a Richmond Connects Scenario Plan.

This planning effort is fundamentally different from the 2013 planning efforts in that it highlights resolving problematic inequities in the transportation network for targeted underserved populations. This plan is also necessitated as progress has been made on many of the objectives and recommendations in the 2013 plan, thus the existing conditions are different than those documented in 2013. Additionally, the City has completed a new Master Plan, Richmond 300, which lays out new direction for the multimodal network. Overall, the transportation landscape, including technological improvements and socially valued core principles guiding transportation decisions making, have changed in the last 8 years.

The outreach plan laid out henceforth is the internal COR outreach plan designed to guide scoping of, and help execute effectively, the various outreach elements. It seeks to identify key needs for internal and external support and aims to identify key elements of the outreach means and methods. The ultimate goal of this document is to help direct city staff, namely the Office of Equitable Transit and Mobility (OETM), to execute a clear and concise planning process with the upmost consideration of public outreach. A plan focused on equity must be fundamentally equitable in its design, and must seek to engage in new and meaningful ways ALL of Richmond. The outreach described here takes into consideration the challenges that the Covid-19 pandemic has added to planning, but aims to lay out a direction to overcome those challenges and still develop approaches for significant engagement of Richmond citizens.

The plan lays out several key types of outreach and key timelines COR and consultants should aim to follow. It is a living document that will most likely change as the process evolves, nevertheless it seeks to lay a framework and foundation for outreach that can be communicated clearly to citizens and leadership.

The "Path to Equity: Policy Guide for Richmond Connects" strives to be innovative and consider best practices for equity planning from across the country. Several elements are consistent with non-profit, academic, and federal/state guidance on executing planning equitably. Feedback along the way may also influence the techniques deployed. The COR staff fully recognizes that equity planning is an evolving practice with new guidance being developed as the dialogue between Cities and those at the forefront of the current social justice movements continues. The COR is prepared to continue in this dialogue as the Richmond Connects plan is developed. The outreach laid out strives for excellence in equity and proposes methods that seek to elevate traditionally underserved populations into a position of decision making power. The Richmond Connects plan aims to lay out equitable transportation for the people and by the people of Richmond.

Path to Equity Policy Guide Vs. Richmond Connects

Spring & Summer 2021

Fall 2021 to Winter 2022

Policy for Richmond Connects

Future Richmond Connects Plan Elements



Folicy builde for Kichmond Connects

Combines existing transportation policy with emphasis on equity RICHMOND CONNECTS
EQUITABLE MOBILITY &
ACCESSIBILITY ACTION
PLAN
(RC E-MAAP)

Identifies existing conditions, multimodal needs, and priority recommendations - projects, strategies, programs and policies at the 5 to 10 year planning horizon

RICHMOND CONNECTS SCENARIO PLAN

Answers 'what would equity look like in Richmond if we invested in x,y, or z types of transportation over the next 25 years?'

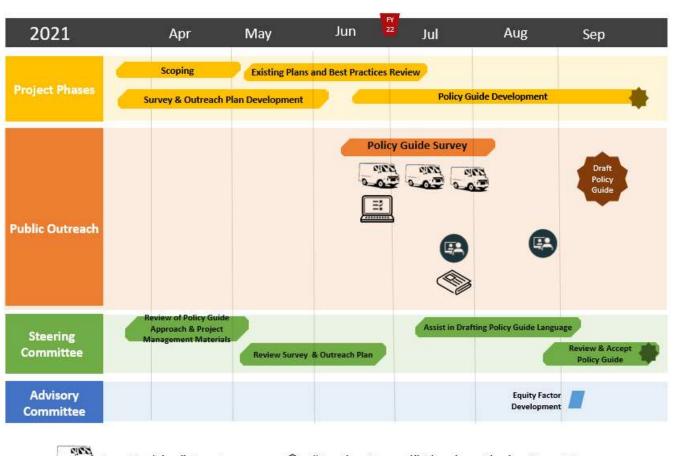
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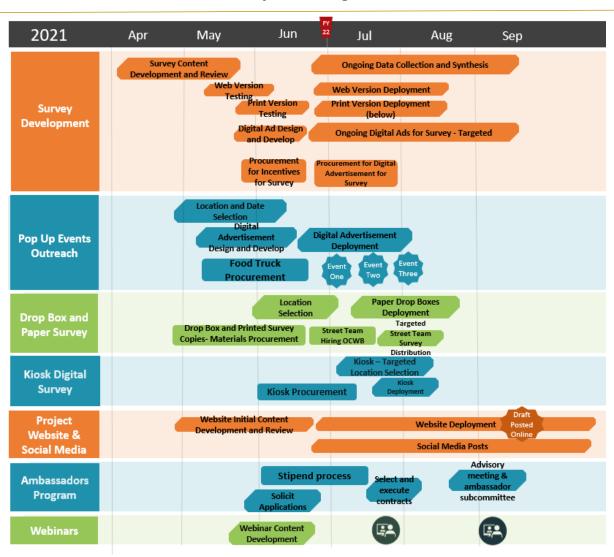
Section I. Outreach Timelines

Section I. A. Overall timeline





Section I. B. Outreach Project Management Timeline Detailed



SECTION II: Outreach Committees and Outreach 'Markets'

II.A. Steering Committee

Membership: The steering committee represents the internal City of Richmond planning and operations staff. The membership as proposed incudes:

Member	Name	Title	
Planning and Development Review	Maritza Pechin	Richmond 300 Project Manager	
Planning and Development Review	Yessenia Revilla	Planner II	
Department of Public Works Transportation Engineering	M.S. Khara	Deputy Director	
Department of Public Works Transportation Engineering	Michael B. Sawyer	City Transportation Engineer , Vision Zero Coordinator	
Department of Public Works Transportation Engineering	Lamont Benjamin	Capital Projects Administrator (Transportation)	
Department of Public Works Transportation Engineering	John Kim	City Bridge Engineer	
Department of Public Works Transportation Engineering	Jakob Helmboldt	Pedestrian, Bicycle and Trails Coordinator	
Department of Public Works Parking & Shared Mobility (Capital Projects)	Lynne Lancaster	Deputy Director	
Department of Public Works Parking & Shared Mobility Division	Meloni Alexander	Accounting Manager	
Department of Public Works Operations	Torrence Robinson	Deputy Director	
Office of Sustainability	Alicia R. Zatcoff	Sustainability Manager	
Department of Housing and Community Development	Michelle Peters	Deputy Director	
Department of Parks and Recreation	Matthew D Clites	Deputy Director	
Department of Economic Development	Carla Childes	Management Analyst Senior	
Office of Community Engagement, Inclusion and Equity	Osita Iroegbu	Senior Policy Advisor	
Office of Aging & Disability Services	E. Yvette Jones	Program manager	

Purpose and objectives: The purpose of this committee is to offer the expertise of the planning and government program administration professionals within the City of Richmond. This group will guide the overarching Richmond Connects process and will review all documentation at key milestones. It will represent the internal decision making body and will be consulted on critical project management decisions at a more detailed level than any other outreach group. They will be asked to meet monthly to review and provide feedback on the continuous plan process. The internal guidance offered by this group will also ensure consistency with other City planning efforts. It is envisioned that the steering committee will also review materials before going to the advisory committee and the public.

Key decisions:

- 1. Amend and approve outreach plan
- 2. Amend and approve approach of work for Policy Guide
- 3. Amend and approve final 'Path to Equity: Policy Guide for Richmond Connects"

II.B. Advisory Committee

Membership: Membership is comprised of a mix of planning and transportation related professionals, various advocacy groups committed to equity and environmental justice, and representation of the various neighborhoods and growth nodes via paid city ambassadors. This group will be about 80 people and will often form break out groups to work through the tasks at hand.

Purpose and objectives: This group will review key processes in the Policy Guide planning effort. It will assist in drafting the policy language for the plan, and will help organize the survey input into meaningful equity factors and general insight into the equity needs of the City related to transportation. This group will often focus on big picture planning objectives while a subcommittee of this group will focus on more technical input when the Richmond Connects effort is kicked off.

- ✓ Richmond Area Bicycling Association
- ✓ Partnership for Smarter Growth
- ✓ Bike Walk RVA
- ✓ RVA Rapid Transit
- ✓ Virginians for High Speed Rail
- ✓ Virginia Department of Transportation (VDOT) Richmond District
- ✓ Port of Virginia/RMT
- ✓ Virginia Department of Rail and Public Transportation (DRPT)
- ✓ RideFinders
- ✓ Greater Richmond Transit Company (GRTC)
- ✓ Richmond Metropolitan Transportation Authority (RMTA)
- ✓ Plan RVA (RRPDC)
- ✓ Hanover County
- ✓ Henrico County
- ✓ Chesterfield County
- ✓ VA Department for Aging and Rehabilitative Services

- ✓ Richmond Redevelopment and Housing Authority (RRHA)
- ✓ VA Department of Social Services
- ✓ National Association for the Advancement of Colored People (NAACP)
- ✓ Southern Environmental Law Center (SELC)
- ✓ Black Lives Matter
- ✓ The Richmond Action Alliance
- ✓ Southerners on New Ground
- ✓ Us Giving Richmond Connections (UGRC)/Black Pride RVA
- ✓ Government Alliance on Racial Equity (GARE)
- ✓ Virginia Center for Inclusive Communities
- ✓ Centro Sagrado Corazón/ Sacred Heart Center
- ✓ American Association of People with Disabilities
- ✓ Senior Connections, CAAA

- ✓ Indigenous Community Representation (TBD)
- ✓ Virginia Commonwealth University (VCU)
- ✓ Virginia Union University (VUU)
- ✓ J. Sargent Reynolds
- ✓ University of Richmond (U of R)
- ✓ Richmond Public Schools
- ✓ Richmond Association of Realtors
- ✓ Virginia Trucking Association
- ✓ Richmond Chamber of Commerce
- ✓ Virginia Asian Chamber of Commerce
- ✓ Neighborhood Associations
- ✓ Metropolitan Business League
- Venture Richmond
- ✓ Hispanic Chamber of Commerce
- ✓ 20 Ambassadors Representing Everyday Citizens
- ✓ Steering Committee Members will also serve on Advisory Committee

Key decisions:

1. Using policy guide survey input, this group will draft the policy plan language, with special focus on the Equity Factor language.

Technical Subcommittee: This group will be a smaller subset of the advisory committee who have expertise to work on the more detailed process and data questions.

Student Participation: Students will be invited from the various institutions of higher education. These members will be vital to ensuring new standards and innovations are considered and will represent the future of planning in Richmond.

Paid Ambassadors: This group will also include the community ambassadors to ensure representation and decision-making capacity is granted to the populations targeted in ensuring vertical equity is achieved.

II.C. General Public

Members: This outreach 'market' will include all of Richmond. As it is not possible to reach every citizen, the goals of reaching Richmond's general public will be to reach a good representation of the city's various populations.

Purpose: The purpose of including the general public in outreach is multifold. It is fundamentally about including the voice of the citizens the plan aims to serve. It must meet at a minimum the due process considerations of all planning, and must consider title 6 and Environmental Justice concerns. It must engage the public in an equitable manner with no biases.

Key Decisions: The general public will be consulted on major planning decisions. The survey and other outreach data collected will drive the plan wholeheartedly.

Survey # 1: Policy Guide Survey: The general public will be critical in defining the policy plan via an online and print survey asking how we get to equitable transportation, by understanding the past injustices faced and the barriers to access today.

Demographic Considerations: This composition of this outreach 'market' will be especially important and must consider ways to reach all citizens who represent all demographics (age, race, gender and gender identity, all abilities, all languages, all incomes).

Newly engaged: In efforts to reach the general public, special attention will be given to generate new participants to the planning process. It is vital to a plan focused on equity to include not just those who usually participate in planning processes.

Traditionally Engaged: This group will still target those traditionally targeted by planning outreach, such as civic associations, planning partners, and others who have the 'time and money' to stay engaged.

Transportation Disadvantaged – Special attention will also be paid to "those persons who, because of physical or mental disability, income status, or age, are unable to transport themselves or to purchase transportation and who are, therefore, dependent on others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities."*

*"Equity Analysis in Regional Transportation Planning Guidebook"

II.D. City Council

Membership: The City Council of Richmond is the main legislative and judicial body for the City of Richmond. This group adopts all format policy and makes formal budget decisions. The Council is made up of nine (9) persons elected among nine individual Richmond Voting Districts to represent residents as members of Richmond City Council. While the legislative powers are given to the City Council, under the Council-Mayor form adopted in 2004, a Mayor elected at-large oversees the day-to-day government operations through a Chief Administrative Officer. This outreach is aimed at educating and achieving consensus from all 9 district members and from the mayor and CAO.

Purpose: While there is no legislative requirement for Policy Guide for Richmond Connects, the intent of this outreach is to achieve consensus and acceptance of the final plan elements. This outreach will also aim to educate Richmond council and mayor, as well as educate other leaders appointed by council, of the current best practices and considerations undertaken in a city wide multimodal plan. Council members will be given ample opportunities to help shape the overall plan and members of the standing committee on Land-Use and transportation may be given more detailed briefings on the plan development.

Key Decisions:

1. Acceptance of Policy Guide



II.E. Elected and Appointed Officials

Membership: This outreach 'market' includes both state and federal legislators that serve the city of Richmond and surrounding areas, as well as other local, state, and federal appointees who make critical decisions that impact the COR. These may include law makers as well as the heads of the various transportation departments that make policy and funding decisions (*e.g.* director of DRPT, board members of GRTC, Secretary of Transportation).

Purpose: Keeping the various leaders apprised on the equity planning being completed in Richmond is vital to the ongoing discourse needed to make transportation equitable. The Policy Guide for Richmond Connects process aims to redefine many elements of traditional transportation planning by using

the equity lens, and many outcomes of the plan will need legislative and funding support to implement. Generating interest and support for this planning effort is will vital to its implementation. This market will be tasked with fixing policy barriers to plan implementation, so their support will be needed.

Key Decisions: This group will be given the opportunity to comment via potential meetings, and this group will be invited to participate in the public events and webinars as well, but will not be given any additional decisions making role in the process. While this outreach 'market' will be tasked with fixing policy barriers to plan implementation, their influence in the plan should not in any way outweigh or redirect the plan direction given through public outreach.



Section III Outreach Types

Section III.A. Surveys

Purpose and Objectives: The Policy Guide survey will be the primary mechanism for the general public to shape the policy elements that will comprise "Path to Equity: Policy Guide for Richmond Connects."

Responsible Parties: The survey questions and content will be largely developed by the COR in partnership with the Steering Committee. The dissemination of the survey, the development of the web platforms and paper versions, the development of kiosks and other means to disseminate the survey, will be largely the responsibility of the consultant chosen to assist with the plan. This consult will also do the primary task of collection of the data and processing it into manageable format for COR staff. The advertisement content will again be largely COR staff, but the purchasing of advertisement for the survey will be via a contracted consultant. Finally, the survey is also envisioned to be distributed as several pop-up events – the planning and execution will be completed largely by the consultants brought on, with some COR staff support at these events.

Other Considerations:

- Combination Technique It is anticipated that they surveys can be developed with a 'combination approach' where the initial 'big picture' questions in each survey are required, but optional more guided and detailed questions and input mechanisms can follow and be optional for those wishing to provide more detailed input. This approach will allow the user to complete just the general question and skip the more detailed question, or proceed to both.
- Open ended questions The goal of open-ended questions is to allow for creative and possibly unforeseen input from Richmonders. These questions will be analyzed and themes will emerge to consider.
- Guided Questions and technical 'asks' More specific and guided questions, sometimes picking from a set of predetermined options or asking more specific detailed questions allows the COR to attain guidance on specific details of the planning process. These questions may not always be appropriate for the general public but can be optional for those interested in taking a deeper dive into the input process.

Section III.B. Project Website and Web Platforms

Purpose and Objectives: A "Path to Equity: Policy Guide for Richmond Connects" webpage will be developed to disseminate plan information, survey links, education materials, and serve as a repository for process documents. The stand-alone site will be supplemented with links and information posted to the City of Richmond website and other planning partners' webpages to reach the largest market possible. The web page should be visually appealing, accessible in multiple languages and multiple formats (cell, web browsers, etc.) and meet all ADA accessibility requirements.

Responsible Parties: The City of Richmond will be primarily responsible for the development of the web content. The development and hosting of the website will be the primarily managed by the consultant.

Section III. C. Social Media

Purpose and Objectives: The City or Richmond existing social media pages will be utilized as well as a project specific social media presence. The purpose of this outreach type will be to provide more real time updates for all interested outreach 'markets' and will be a source for continuous engagement, and also serve as another portal that can be used to collect comments and feedback. This outreach method can also be used to advertise and disseminate the multiple plan surveys.

Responsible Parties: The City of Richmond staff will be primarily responsible for generating content and posts to social media.



Section III.D. Pop-up events

Purpose and Objectives: The purpose of hosting several 'pop-up' style outreach events is to reach those Richmonders who traditional web and media outreach do not serve. These events should create a general atmosphere of excitement around the planning efforts for those who traditionally are not reached. The aim is to generate a new set of interested members of the public who can then be utilized for input at multiple project milestones. These events may be stand-alone events or may coincide with other public events (festivals, outdoor concerts, etc).

Responsible Parties: The City of Richmond staff will largely be responsible for generating the content to be shared at these events, but the planning, logistics, and execution of events will be handled by the consultant.





Section III.E. Covid-Conscious Public Meetings

Purpose and Objectives: Other outdoor or Covid-conscious public meetings may be held depending on the state of the current pandemic. The purpose is to disseminate materials, surveys, and project milestones in more 'traditional' public meeting formats with the highest consideration of ventilation and Covid-conscious sanitation.

Responsible Parties: The City of Richmond staff will largely be responsible for generating the content to be shared at these events, but the planning, logistics, and execution of events will be handled by the consultant.

Section III.F. Kiosks

Purpose and Objectives: The purpose of establishing both print-based and digital kiosks is to serve areas and citizens who may not have access to web based outreach. This will provide a way to disseminate information and surveys to those residents. These may be at bus-stops or other areas where people congregate that the City of Richmond has access to or right of way in.

Responsible Parties: The City of Richmond staff will largely be responsible for generating the content to be shared at these kiosk stations, but the planning, logistics, and execution of the kiosks will be handled by the consultant.





Section III.G. Webinars

Purpose and Objectives: The purpose of live webinars will be to educate the general public as well as planning partners and planning stakeholders on the process. General comments will be accepted, especially through the chat box of web meeting hosting platforms. The general model will be information shared though PowerPoint slides with live audio. These events will also be recorded. In addition to information dissemination, these will also serve as a means to share the inks to surveys.

Responsible Parties: The City of Richmond staff will largely be responsible for generating the content to be shared at these events, but the planning, logistics, and execution of events will be handled by the consultant. Comments will also be collected and summated by the consultant.

Section III.H Press Releases and Media

Purpose and Objectives: The general purpose of press releases and media content shared with news entities in the City of Richmond and surrounding areas will be to capitalize on existing markets developed by the media entities themselves. This is often a free means to disseminate information, via television and print/web-printed news outlets.

Responsible Parties: City of Richmond staff will largely be responsible for generating the content of these press releases and media content. The City of Richmond staff will also be responsible for collaborating with the media partners.

Section III. I. Paid Ambassadors Education and Liaison Activities

Purpose and Objectives: The purpose of establishing a set of paid 'city ambassador' participants is to ensure the representation of all neighborhoods and demographic groups in Richmond. The concept of paying for participation is to ensure the COR values the time of the participants, in an atmosphere where often those participating in advisory committees are doing so as part of their paid employment. The COR recognizes to have consistent and meaningful participation from those not employed in planning, the City must pay for participants time. This group is envisioned to be about 20 different representatives, including at a minimum nine (9) from each of the districts, nine (9) from the high priority growth nodes, and at least 2 'at-large' members. These ambassadors may also be asked to attend public meetings in their respective neighborhoods to connect the gap between city staff and hyperlocal issues. This is will build trust and establish a better flow of information to guide the outreach process. May collaborate with ** Office of Community Wealth Building**

Responsible Parties: This will largely be handled by the City of Richmond staff, however payment and other logistic concerns will be handled by the consultants.

SECTION IV: Goals for Outreach

Purpose: As stated throughout this outreach guide, the general goal of the policy guide outreach will be to reach a diverse swatch of Richmond residents, as representative of all Richmonders as possible. The importance of equitable outreach for a plan focused on equitable transportation cannot be overstated. The means and methods as describe in the previous pages are designed to offer multiple avenues of engagement. The primary goal is to make the outreach meaningful and give the voice of all Richmonders a place in the plan.



Pictures from City of Richmond Facebook Page

Section IV.A. General Outreach Inclusion Goals

Purpose: The general goal is to include a large enough swath of Richmond citizens to ensure all groups are represented in a significant way. Several goals will be aspired to during the planning process including:

Goal:	Target:		
Ensure significant public participation	Engage at least 3% of Richmond citizens during Richmond Connects Updates (approx. 6863 people), with approximately one third of that goal being attained during the Policy Guide effort (approx. 2287 reached during Policy Guide effort).		
Reach previously unreached Richmonders in a meaningful way	50% of participants engaged in outreach efforts will have never participated in a public planning process		
Capture a swath of Richmond that is consistent with current demographics	Match participation split by race and income within 10% (+/1-) of actual demographic breakdown of the City. <i>I.e.</i> When the race and incomes of survey responses, meeting attendees, and online or public comments are totaled and graphed, they will generally match the existing splits as depicted below:		
Income and Poverty, Richmo Median household income (dollars), 2015-2019 Per capita income in past 12 (in 2019 dollars), 2015-2019 Persons in poverty, percent	in 2019 \$47,250 • Black or African American alone, percel • American Indian and Alaska Native alon		

Race Category from Census	% of 2019 Population	Number of People Per Category to Meet Outreach Goal:
White alone, percent		
	47.70%	1091
Black or African American alone, percent(a)		
	46.90%	1073
American Indian and Alaska Native alone, percent(a)		
	0.50%	11
Asian alone, percent(a)		
	2.30%	53
Native Hawaiian and Other Pacific Islander alone, percent(a)		
	0.20%	5
Two or More Races, percent		
	2.40%	55
Ethnicity:		
Hispanic or Latino, percent(b)		
	7.30%	167
White alone, not Hispanic or Latino, percent		
	42.20%	965

Section IV.B. Survey Goals

Purpose: The surveys are the primary avenue of gaining input from the general public and as such must strive to be viewed as inclusive by the participants and must consider accessibility by all citizens. The following goals will be set for the survey to track adherence with this purpose:

Goals:	Target:	
Ensure participation in each survey	Reach 2,200 participants for the Policy Guide survey.	
Ensure public perception of outreach is meaningful	Participants will rate the quality of outreach as "good" or "excellent" at least 75% of the time on follow up surveys.	
Ensure Web Access is not prohibitive to participation	7% of Participants will either not have a computer at home or will not have a broadband internet subscription. Computer Access, Richmond VA 2019 Census Households with a computer, percent, 2015-2019 88.10% Households with a broadband Internet subscription, percent, 2015- 2019 75.40%	

Section IV.C. Committee Inclusion Goals

Purpose: The committee structure laid out in this plan is designed to be inclusive and meaningful, and offer planning professionals and city representatives a forum for policy and technical guidance of the plan. Goals for committee participation are key to the success of this form of outreach, as set forth below:

Goals:	Target:
Ensure committee participation is inclusive	75% of advisory committee attendance at each meeting.
Ensure committee participation is meaningful	75% of advisory committee members, when asked, will rate the quality of the meetings as "good" or "excellent"

Section IV.D. Public Comment and Communication Goals

Purpose: The timeliness of comments and the documentation of their inclusion in the process is key to setting that stage for an inclusive planning process. The following goals are set to ensure both the outward and inward flow of information is successful:

Goals:	Target:
Make public input process transparent and accountable, and have timely responses to the public	Catalogue and publish all survey responses and public comments received, with a response or note where it was incorporated, within 1 month of receiving each comment
Ensure website is up-to-date and contains recent and meaningful content.	Update website with process documents at a minimum of monthly

SECTION V: Equity Planning Resources & Legal Considerations

A. Government Alliance on Racial Equity (GARE)

Tools & Resources | Government Alliance on Race and Equity (racialequityalliance.org)

B. TCRP Research Report 214: Equity Analysis in Regional Transportation Planning Processes, Volume 1: Guide

Equity Analysis in Regional Transportation Planning Processes, Volume 1: Guide | Blurbs New | Blurbs | Main (trb.org)

C. Equity | US Department of Transportation

Equity | US Department of Transportation

D. FHWA's Environmental Justice Reference Guide

Federal Highway Administration Environmental Justice Reference Guide (ny.gov)

E. Title VI

The Department of Transportation Title VI Program | US Department of Transportation

F. Environmental Justice

Environmental Justice | US Department of Transportation

Environmental Justice Policy Guidance for Federal Transit Administration Recipients | FTA (dot.gov)