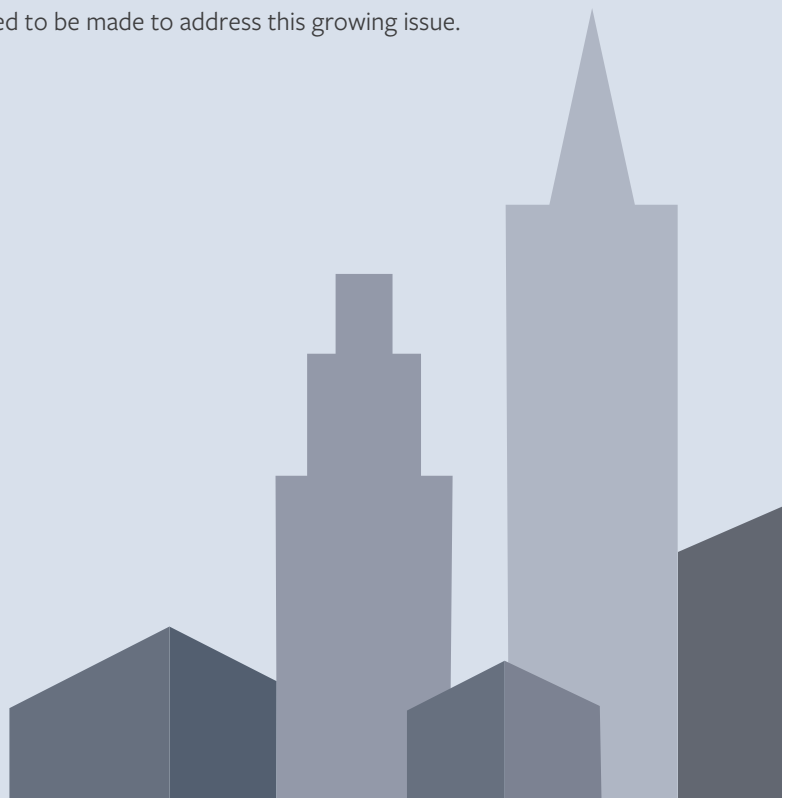




EQUITABLE SOLUTIONS FOR PEDESTRIAN SAFETY

**WINTER 2023 POLICY MEETING
JANUARY 20-21, WASHINGTON, DC**

Early estimates from the Governors Highway Safety Association state that 7,485 people walking were struck and killed in 2021, the highest number in 40 years and one of the biggest single-year jumps in decades. These deaths and serious injuries disproportionately impact black and brown communities, lower-income neighborhoods, and older adults. This panel will share tools to help mayors make immediate safety improvements on their most dangerous streets and provide examples of longer term, systemic changes that need to be made to address this growing issue.



RESOURCES

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“Dangerous by Design,” Smart Growth America, 2022.

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“Hoboken Street Design Guide,” North Jersey Transportation Planning Authority, June 2019.

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“Complete and Green Streets” Policy, Cleveland Heights, May 8, 2018.

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“Albuquerque’s Vision Zero Action Plan,” City of Albuquerque, 2021.

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“Incoming Mayor Cavalier Johnson releases plan to combat reckless driving,” City of Milwaukee, Dec. 21, 2021.





Smart Growth America
Improving lives by improving communities



National Complete
Streets Coalition

DANGEROUS BY DESIGN 2022

Smart Growth America advocates for people who want to live and work in great neighborhoods. We envision a country where no matter where you live, or who you are, you can enjoy living in a place that is healthy, prosperous, and resilient. Learn more at www.smartgrowthamerica.org.



The National Complete Streets Coalition, a program of Smart Growth America, is a non-profit, non-partisan alliance of public interest organizations and transportation professionals committed to the development and implementation of Complete Streets policies and practices. A nationwide movement launched by the Coalition in 2004, Complete Streets is the integration of people and place in the planning, design, construction, operation, and maintenance of transportation networks. www.completestreets.org



Smart Growth America project team: The primary authors were Ebony Venson, Abigail Grimminger, and Stephen Kenny, with additional writing by Rayla Bellis and Steve Davis. Becca Buthe and Chris McCahill conducted all analyses. Becca Buthe created all maps and figures throughout this report. Design and editorial by Steve Davis, with editorial assistance by Eric Cova and Helen Hope. This report was produced under the leadership of Beth Osborne, Vice President of Transportation. Cover photo by Forever Ready Productions. Released in July 2022. Available at smartgrowthamerica.org/dangerous-by-design

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I. Summary

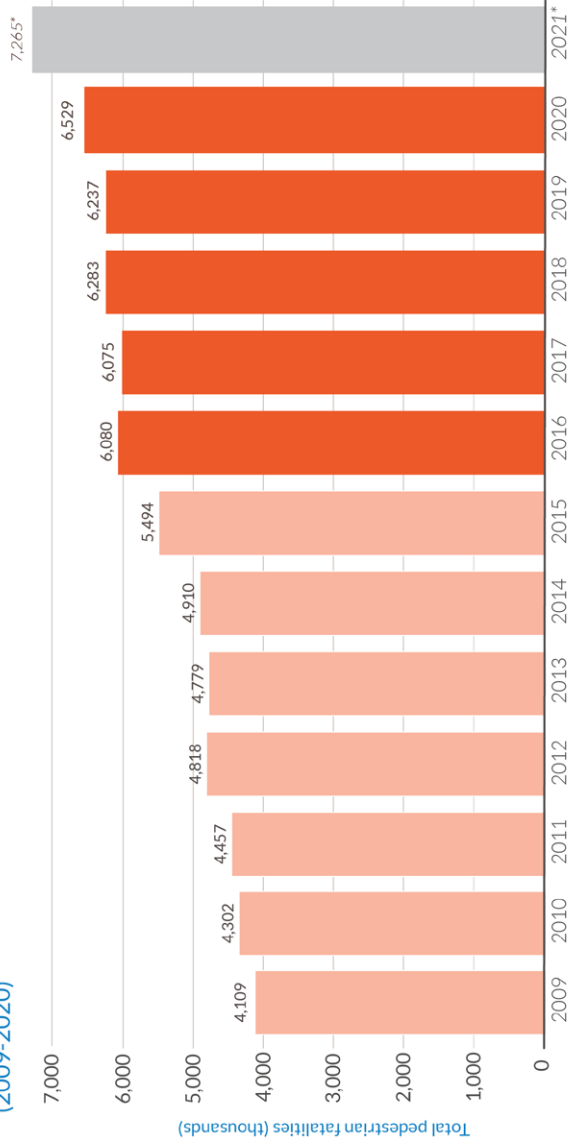
While the unprecedented COVID-19 pandemic upended many aspects of daily life, including how people get around, one terrible, long-term trend was unchanged: **the alarming increase in people being struck and killed while walking.**

The number of people struck and killed while walking has been steadily increasing since 2009, reaching another new high in 2020 and likely a historic one in 2021.

More than 6,500 people— nearly 18 per day— were struck and killed while walking in 2020, a 4.7 percent increase over 2019, even as driving decreased overall because of the pandemic's unprecedented disruptions to travel behavior.¹

Pedestrian fatalities are up 62 percent since they began steadily rising in 2009 following years of improvement.

**U.S. pedestrian fatalities
(2009-2020)**



*This estimate for 2021 is produced by applying the 11.5 percent increase for 2021 projected by the Governors Highway Safety Administration (GHSA) to the federal FARS data for 2020 used in this report.



Photo by Steve Davis / Smart Growth America

The pandemic magnified what we've always known: Our nation's streets are **dangerous by design**, designed primarily to move cars quickly at the expense of keeping everyone safe. The result in 2020 and 2021 was a significant increase in all traffic fatalities, even with less driving overall.

2020's record high also marks an astonishing **62 percent increase since 2009**, the year these deaths first started increasing after years of improvement. In that time period drivers struck and killed a total of **64,073** people while walking. As with past editions, this report ranks the most deadly states and metro areas, though in a new way. *See section IV for the state/metro rankings.*

This problem is growing even worse

While Dangerous by Design uses federal data that is complete only through the end of 2020, preliminary data for 2021 is jaw-dropping. According to early estimates from the Governors Highway Safety Association (GHSA) released in May 2022, 7,485 people walking were struck and killed in 2021, **which would be the highest number in 40 years and one of the biggest single-year jumps**

in decades.² While the official 2021 number from the federal data set used in this report is likely to differ from GHSA's preliminary estimates, we expect the increase for 2021 to be between 11 and 13 percent higher than the 6,529 deaths recorded in 2020, a historic jump.

Our new approach to assessing pedestrian danger

The impact of the pandemic on the data typically used in this report, coupled with significantly higher fatality rates during the pandemic, required a new approach to assessing pedestrian danger, which also allowed us to address the unique impacts of the pandemic. One effect is that the rankings in this edition are not directly comparable to previous editions of Dangerous by Design. *See section III for more on how we changed our approach and the effect on the rankings.*



Photo by Steve Davis / Smart Growth America

“Walking” and inclusive language

The data in this report specifically examines only the deaths of people walking and tends to use the shorthand of “pedestrians” for this reason. The federal government groups people using assisted mobility devices in the same category with things like skateboards, making it challenging to isolate the impact on people with disabilities. We fervently believe that making our streets safer for everyone absolutely means for people of all ages and abilities, whether walking, biking, or using assistive devices like wheelchairs or walkers. We continue to look for ways to better incorporate data that includes the danger that people with disabilities face on our roadways. Across the board, better data are required to assess the impact of current infrastructure. *See our data recommendations in section II.*

How design produces danger

Roadway design has a strong impact on how people drive. often more influential on driver behavior than the posted speed limit. While speed limit signs may only be posted every few blocks or miles, the road's design is ever-present, continually providing guidance and visual cues. While there are myriad factors involved in these deaths, our streets are **dangerous by design**, designed to move many cars quickly at the expense of safety for everyone who uses them.

How did this become so commonplace? In the 1950s, we started building a system of separated highways to move vehicles quickly over long distances, removing intersections and other points of conflict, development, and pedestrians because speed was not compatible with the complexity of cities and towns. But somewhere along the way, we started applying this same high-speed highway design within complex urban environments, while keeping all of the conflicts and complexity in place, and the result has been unmitigated carnage.

When roads are wide and straight, lanes are wide and plentiful, and intersections are infrequent or non-signalized, people feel safe and comfortable driving faster—even when the speed limit is low—as the visuals of Union Avenue in **Memphis, TN** illustrate on the following two pages.

Higher speeds make conflict harder to spot and avoid and crashes more deadly. The higher the speed, the narrower the driver's field of vision, making it harder to see and anticipate potential problems by responding and slowing down or stopping the vehicle. And the higher the speed, any crashes that do occur are far more likely to lead to serious injury or death.

We send drivers two conflicting messages with low speed limits but designs that nudge them toward high speeds. And then, when drivers fail and strike someone walking or crossing the street, we rush to blame the driver or person walking in spite of the fact that the transportation agency should be held responsible for their design choices.

*Read an insert from the **National Association of City Transportation Officials (NACTO)** on page 19-21 for more on safer street designs.*

WATCH: Visualizing safety vs speed

For a richer, visual explanation of how street design impacts the speed of vehicles and why we have to choose between **speed or safety**, do not miss this video from Smart Growth America and the National Complete Streets Coalition explaining why prioritizing both safety and keeping cars moving quickly—outside of limited access roads like interstate and freeways—is impossible.

smartgrowthamerica.org/safety-vs-speed

Why safety and vehicle speed are incompatible goals for street design



The pandemic exacerbated existing disparities

Although everyone is affected by dangerous street design in some way, not everyone shares this burden equally. Despite other changes, the pandemic perpetuated existing disparities in who is being killed: Black and Native Americans. Older adults and people walking in low-income neighborhoods were also struck and killed at much higher rates than other populations in 2020, as with past years.

The conditions people face when they want to walk or bike—whether to work or for recreation—are not the same for all Americans. Low-income communities are significantly less likely to have access to parks and other opportunities for safe recreational walking and are less likely to have sidewalks, marked crosswalks, and street design to support safer, slower speeds.^{3,4} Lower-income neighborhoods are also much more likely to contain major arterial roads built for high speeds and higher traffic volumes at intersections, exacerbating dangerous conditions for people walking.⁵ *Read more about the inequality of this deadly epidemic in section V.*

The pandemic had profound impacts on travel behavior that are likely here to stay

One of the most noticeable changes during the pandemic's onset was the decrease in vehicle traffic across America's cities. In many communities, the air became cleaner and quieter, and many cities temporarily returned space to pedestrians and cyclists. Yet many places saw a significant spike in deaths, even as driving dropped precipitously. This drop in driving likely contributed.⁶



Photos by Steve Davis / Smart Growth America

Overall in 2020, **all traffic fatalities were up 6.8 percent** (including pedestrians, drivers, and others using our streets). This increase is even more notable in light of the significant drop in driving.⁷ Our traffic deaths *per mile driven* increased by 21 percent compared to the 2019 rate, reaching the highest death rate per mile driven since 2007.

Seeing driving go down and deaths go up should call into question the long-held conventional wisdom among policymakers and transportation professionals that traffic fatalities are inextricably linked to the amount of driving, which is one of the reasons the GHSA and others have traditionally reported fatalities per mile driven. But during the large decrease in driving during COVID, congestion evaporated, speeds increased dramatically, and more people were killed.

It was incredibly ironic: **Congestion, something transportation agencies spend billions to eliminate, seems to have been slowing traffic and reducing deadly crashes.**⁸ According to recent studies, there was a significant increase in speeding and even reckless driving during the pandemic, contributing to the severity of crashes and the number of lives lost on our roads during 2020.⁹

The US is an outlier when it comes to these trends. It's also worth noting that, although driving went down almost everywhere around the world during the pandemic, the US was one of the only countries in the developed world that saw an increase in the deaths of people walking when that dip in driving occurred. Most peer countries have seen continuous *drops* in fatality rates over the past three decades. However, the US has had much higher fatality rates *and* the number of deaths has increased since 2009.^{10,11}

A study from the International Transport Forum found that the US was one of the only three of their 63 member countries that saw an increase in fatalities during the pandemic.¹² The other two, Ireland and Switzerland, saw smaller increases and started from a much lower baseline.

Seeing driving go down while deaths went up should call into question the long-held belief that traffic fatalities are inextricably linked to the amount of driving.

More people walked more in 2020, but that didn't lead to more deaths in all metro areas

While some metro areas did get marginally less deadly in 2020, **pedestrian deaths increased overall in 67 of the 100 largest metro areas and 33 states** when compared to the four years prior to the pandemic. There are many lessons that we can draw from both groups.

The pandemic unleashed significant untapped demand for more walking in nearly every community across the country. New, first-time analysis in this year's report using information from a company called **StreetLight Data**—based on anonymized information from cell phones and mobile devices—shows that walking trips (for all purposes) increased during the pandemic in every state and metro area we analyzed, regardless of climate or geography.

But for the most part, the metro areas that were on average already more deadly and where a lower share of people walked to work before the pandemic are the ones where death rates increased the most.

Walking trips also increased the most in these metro areas, indicating significant untapped demand for more walking in these places. Over in the metro areas that were less deadly before the pandemic—also where higher shares of people were walking to work on average—death rates decreased or only increased slightly during the pandemic on average, even with the increase in walking.

This underscores the fact that these tragedies are preventable. More walking does not have to equal more deaths, if streets are designed with safety as the top priority. *Read Section VI for more about how we used StreetLight Data to analyze changes in walking and the impact on metro areas.*

What are we waiting for?

Too many agencies and decision makers with a hand in building our transportation system have been asleep at the switch, believing (or just hoping) that safety will improve while only making incremental changes to a deadly status quo. The result will continue to be ever-increasing and record deaths of people walking and rolling, and we'll continue in this “Groundhog Day” loop until those with the power to do so take an active role in making safety for all people the top priority of every dollar spent. To do so, they will have to unwind the deeply embedded, invisible yet powerful emphasis on speed, which is completely incompatible with safety.



Photos by Steve Davis / Smart Growth America

Traffic engineers do not share your values

By Charles Marohn, Founder, Strong Towns

When American engineers design streets, they start the process using the values of the engineering profession.

The engineer doesn't stop to consider that their values might be questioned by others, that their core values might, in fact, be rejected by most of society. It doesn't cross their minds—not because they are immoral—but because they don't recognize their values as values.

For the engineer, it's just the way things are done. It's standard practice. When an engineer sits down to design a street, they begin the process with the design speed. I've been in countless meetings where engineers presented design plans and even preliminary studies for a street project. Never, and I mean never, was any elected official or any member of the public asked to weigh in on the design speed.

Never once did I hear one of my fellow professional engineers say, "So, what are you trying to accomplish with this street in terms of speed?" No. The design speed is solely the purview of the engineering professional. Why?

Choosing a design speed is, by its nature, an application of core values. When we pick a speed, we are selecting among different, competing priorities. Is it more important that peak traffic move quickly or is it more important to maximize the development potential of the street? Do we compromise the safety of people crossing on foot to obtain a higher

automobile speed, or do we reduce speeds in order to improve safety for people outside of a vehicle?

These are policy decisions. Shouldn't public officials be given the broad range of options and be allowed to weigh them against each other? Of course they should! So, why aren't they?

Many of my engineering colleagues will reply that they, the engineers who design streets, don't control the speed at which people drive and that speeding is an enforcement issue. Such an assertion should be professional malpractice. It selectively denies both what engineers know and how they act on that knowledge. For example, professional engineers understand how to design for high speeds. When building a high-speed roadway, the engineer will design wider lanes, more sweeping curves, wider recovery areas and broader clear zones than they will on lower-speed roadways. There is a clear design objective



If you need a sign to tell people to slow down...
you designed the street wrong.

#slowthecars

STRONG
TOWNS

(high speed) and a professional understanding of how to achieve it safely.

There is rarely any acknowledgement of the opposite, however: **that slow traffic speeds can be obtained by narrowing lanes, creating tighter curves, and reducing or eliminating clear zones.** High speeds are a design issue, but low speeds are an enforcement issue. That's incoherent.

The other pushback often given by professional engineers for why they, and not public officials, should set the design speed is that non-professionals are not qualified to do so. In 2016, I wrote "Engineers Should Not Design Streets," an article for which many of my fellow professionals accused me of being gratuitously provocative. I was not.

The design of streets begins with the establishment of priorities. It begins with an application of core values. Engineers generally lack the background, training, and understanding to make such a complex decision. Indeed, I think engineers have become uniquely unqualified to do so.

For local streets, setting the design speed is something that should be done only by policymakers and only after a broad and deep dialogue with the community about values and priorities. This is not a decision to be made through the myopic prism of one professional silo. It is too important for that.

If you are an elected official, demand that you and your elected colleagues set the design speed on your streets. Not the enforcement speed (that is often set by state law and can be difficult to get a waiver for) but the speed at which 85 percent of traffic will naturally flow at or below. You have this power. Exercise it.

If you are an engineering professional, recognize that establishing the design speed for a particular street is something you have an obligation to discuss with, at a minimum, the elected officials in the community.

You must give them options and inform them of the full range of alternatives and tradeoffs. Humble yourself to serve their priorities and resist the temptation to bully them into following yours.

If you are a member of the public concerned about the health and safety of your community, demand that the design speed of your streets be part of the conversation. You have all the expertise you need to be part of a dialogue about core values. And you have the right; don't let anyone take it from you. Setting these priorities—imposing a set of values—should not be the engineer's responsibility. It should be the responsibility of the entire community.

(Strong Towns adapted this supplement from an essay in the book [Confessions of a Recovering Engineer](#), by Charles Marohn. Learn more at [StrongTowns.org](#))



II. Addressing the problem: What can be done?

Photo courtesy of
Scott Crawford



Improving safety isn't a mystery, but inertia is hard to overcome

We know many of the factors responsible for these deaths, but we choose to continue designing and operating streets that prioritize the speedy movement of vehicles at the expense of safety for all people who use our streets. It's impossible to prioritize both safety and keeping cars moving quickly outside of limited access roads like interstate and freeways. On every other street in mixed-use environments where there are turns, curb cuts, and people walking, biking, or otherwise getting around outside of a car, safety and speed are fundamentally incompatible goals. We have a choice to make, and unfortunately for more than 55,000 Americans who were killed while walking over the last ten years, their safety has not been the top priority.

Changing these depressing outcomes requires a transportation paradigm shift within nearly every aspect of our current approach to designing, building, and operating our streets and roads, an approach that is deeply embedded in our policies, practices, standards, manuals, and professional cultures. Fundamental components of accepted street design actively put people at risk and

increase the likelihood that people walking and moving actively using assistive devices such as wheelchairs, walkers, sight canes, prosthetics, and scooters will continue to pay the—often deadly—price. These practices also can set drivers up to fail by making mistakes more common and the consequences more deadly, even when following the rules.

Unlike last year, there has since been a massive new infusion of federal transportation spending through 2021's infrastructure law, the Infrastructure Investment and Jobs Act (IIJA).¹³ This new law has been touted as a way to improve safety, but it merely allows more spending on safety. This cuts both ways, as this flexibility also allows less spending on safety, at the discretion of state and local leaders.

The following pages include a wide range of recommendations, from addressing the dangers of vehicles that are getting larger and heavier, to the measures and models that lead states to build unsafe streets in the first place, spanning national actions USDOT should take, all the way down to practical steps that cities, towns, and residents can take to make safety the top goal.

Cities and towns can lead the way on prioritizing safety, and they should pressure their states to follow suit.

First, one notable change in the 2021 infrastructure law: For federally funded projects, cities are allowed to adopt and use safer street design guidelines approved by the FHWA, such as those from the National Association of City Transportation Officials (NACTO), even if a state has prohibited cities from doing so. The American Association of State Highway and Transportation Officials (AASHTO) also provides newer guidance on street designs for bicyclists and pedestrians, which can be used by cities or states.

Second, cities should adopt and implement their own Complete Streets policies and NACTO design guidance to prioritize the safety of all road users and set safe speed limits on their roadways. Safety investments should be targeted in the most deadly places—for instance, low-income neighborhoods and communities of color—where people are more likely to be struck and killed.

Finally, local and regional agencies must consider the impacts of land use on pedestrian safety, namely the requirements that homes be placed far from jobs, groceries, retail, banks and other essentials. Land use and zoning rules should prioritize development patterns that make it possible for more people to live closer to essential goods and services.



Photo by Forever Ready Productions

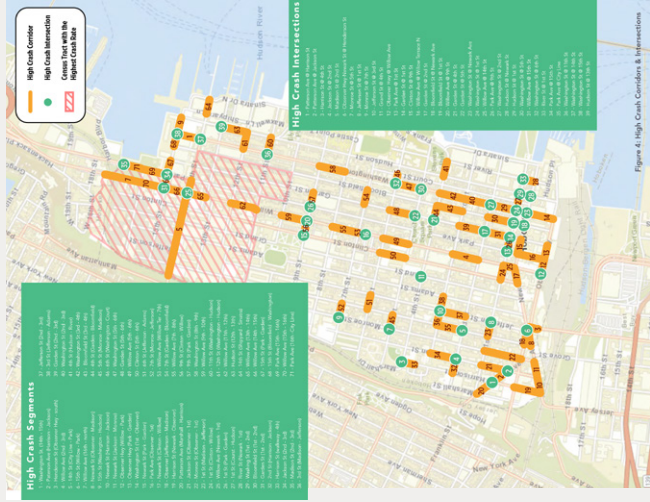
How to redesign your city's most dangerous streets to save the most lives
By Alex Engel and Kate Fillin-Yeh, National Association of City Transportation Officials

Far too many people walking, biking, and waiting for the bus die on North America's streets. They don't have to. Proven tools—from safer speed limit setting to safer street designs—have proven to save lives, and can quickly stem America's traffic safety crisis. Here's how.

(1) Analyze where the worst streets are and who needs to be in the room for change.

While nearly every street in the U.S. could be designed to be safer, by far the most dangerous streets are the big, fast, wide streets designed for cars to run at expressway speeds through busy cities and towns. Transportation engineers call these streets “arterials,” but these car-focused streets are also where people live, work, go to school and shop.

In urban areas, arterials make up 15% of all roads but are where a whopping 67% of pedestrian deaths occur.



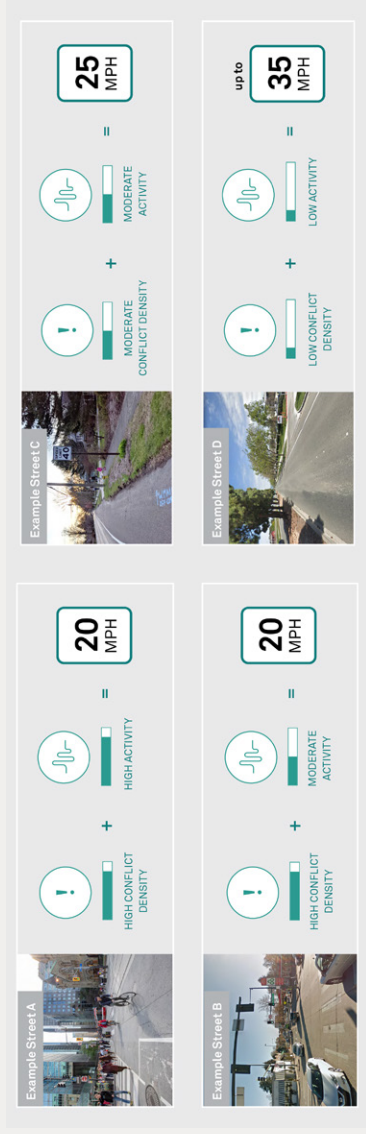
High Crash Network Map, from Hoboken, NJ's Vision Zero Action Plan. The city of 60,000 has not had a traffic death in more than four years.

These streets are disproportionately in lower-income communities of color, and are also disproportionately owned by states. In fact, over half of traffic fatalities in urban areas occur on state-owned roads, meaning that cities and states must work together (sometimes with an assist by advocates) to stem this deadly crisis.

By starting with the simple step of analyzing where the most dangerous streets in a city are (and overlaying it with analysis that fatality numbers by themselves may miss, like access to destinations and racial equity metrics), practitioners and policymakers gain two valuable tools. First, a ready-made prioritization list of where to save the most lives and improve equitable outcomes and, second, data-based evidence that can be presented to decision-makers to outline the case for redirecting resources where they are most needed.

(2) Reset speed limits to be compatible with human life.

Speed is the primary factor determining whether someone will live or die in a traffic crash. Yet, most speed limits in the United States are set using an oversimplified and outdated method: tracking 100 drivers going as fast as they want (without traffic) and setting the speed limit at the 15th-fastest driver.



Examples of speed limits set using conflict density and activity analyses, from NACTO City Limits. An increasing number of cities nationwide are tossing the 85th percentile and instead using modern approaches to speed limit setting.

This deeply flawed approach rewards the fastest drivers with increasingly-high speed limits incompatible with safety for everyone else (including other drivers). And because we build roads to support speeds above the posted speed limit, there will always be a substantial number of drivers traveling above the already-too-high speed limit, escalating speeds further.

Modern approaches, like NACTO's peer-reviewed City Limits, offer a contextual, holistic approach to speed limit setting using multiple methods. City Limits provides a framework for holistically setting safe speed limits in urban areas, in contrast to common

yet outdated approaches that result in unsafe streets. Practitioners can reset speed limits using either recommended default speed limits on many streets, or set corridor speed limits on dangerous high-priority streets through a safe speed study.

Safer speed limits, even in the absence of other interventions, can improve safety. However, safer speed limits open up an even more powerful tool: street design. In many places, options for how a street can be configured are limited by the posted speed limit of that street. Setting a safer speed limit is the first step to a safer street design.

(3) Use proven street designs that save lives and make places more vibrant.

As cities across the world have found, there is a robust, proven toolbox of design approaches that they can use to make streets safer. These include: narrowing traffic lanes and turn radii, adding curb extensions, safety islands, and high-visibility crosswalks, ensuring sidewalks and bike networks are robust, connected, and accessible. In most places, these safety enhancements produce almost immediate results—cities see significant drops in fatalities and injuries in the places where they have redesigned the street.

Another street design strategy that improves safety includes prioritizing transit—the safest travel mode—with dedicated space for buses, safe places to walk to the bus stop, and comfortable places to wait for the bus.

Design guides like the [NACTO Urban Street Design Guide](#) and the [Ohio Department of Transportation's Multimodal Design Guide](#) offer safety-focused alternatives to the outdated design guides that still use highway engineering principles for streets shared with all users.

Manhattan
First and Second Avenues

BEFORE



Traffic Signals

Synchronize traffic signals to slower, safer speeds to discourage speeding

Bus Lane

Dedicate lane for buses

Crosswalks

Add crosswalks where pedestrians want to cross

Lane Designation

Clarify who belongs where:
Use appropriate lane widths: 10 feet wide in urban areas, with 11-foot lanes (one per direction) on bus and truck routes

Pedestrian Safety Islands

Shorten the crossing distance

Parking Protected / Buffered Bicyclist Lane

Provide greater separation between users reducing conflict



AFTER

Where the DOT has made changes, fatalities are down 34%.

PEDESTRIAN SAFETY | 15

(4) Document results, iterate, and share them out.

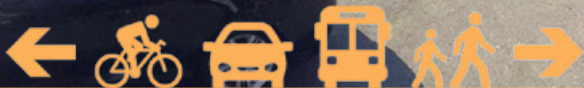
The country’s streets will not be redesigned all at once. While the most dangerous streets should be prioritized, routine maintenance—repairing or repaving a street—provides an opportunity to evaluate and improve the design of the street under repair, stretching limited construction budgets.

Documenting the conditions on a street, including before-and-after photos, traffic speeds, the number of people walking and biking on a street, transit ridership, crashes, severe injuries, and fatalities (especially when compared to citywide or statewide trends), can build the case to engineers, residents, and officials alike for design interventions that make streets calmer, safer, and more pleasant places to be.

These evaluations can also be used to iterate and improve on a street’s designs. Streets are always evolving to some degree. Successful street redesigns often attract more people walking, biking, and taking transit. Revisiting street redesigns helps accommodate these new users, and make previously inhospitable environments even safer and more vibrant.

- **NACTO City Limits Guide:** <https://nacto.org/safespeeds/>
- **NACTO Urban Street Design Guide** <https://nacto.org/publication/urban-street-design-guide/>
- **Ohio Department of Transportation Multimodal Design Guide:** www.transportation.ohio.gov/working/engineering/roadway/manuals-standards/multimodal

At left, an example of a street redesign; photos courtesy of NYC DOT.



HOBOKEN

STREET DESIGN GUIDE

Complete Streets Design and Implementation Plan

June 2019



EXECUTIVE SUMMARY

Purpose

The Hoboken Street Design Guide (Design Guide) provides policy and design guidance for governmental agencies, consultants, private developers, community groups, and all others involved in street design decisions. The overarching goal of this manual is to help improve the safety and accessibility of streets for all users, regardless of age, ability, income, ethnicity, or travel mode.

Overall, this Design Guide represents the City of Hoboken's intent to design its publicly-owned streets to support safe, affordable, equitable, and healthy mobility options. This initiative embraces design as a method to advance the health and safety of the community, while promoting diverse transportation options and vibrant public spaces.

What are Complete Streets?

Complete Streets are designed to enable safe use and support mobility for all users and transportation modes. By prioritizing safety and accessibility, Complete Streets make it simple and inviting to cross the street, commute to work by bicycle, or access a bus stop, while also accommodating motor vehicle travel. To achieve this, a combination of physical street design features, enforcement of regulations and traffic laws, and effective street operations is required.

Process Overview

The 10-month process to develop the Hoboken Street Design Guide began in mid-2018 and concluded with the publication of this report in 2019. While primarily a technical process, the development of the Design Guide also incorporated input from local residents and stakeholders that was gathered through online surveys and public events and established partnerships with local and regional planning partners. Additionally, the project team conducted research on national best practices, local needs, and challenges.

Who was Involved?

The Hoboken Street Design Guide was a collaborative planning process between the North Jersey Transportation Planning Authority (NJTPA) and the City of Hoboken. Together, these partner agencies ensured that the guidelines and policies contained in this document were tailored for the unique mobility needs of Hoboken while also serving as regional best practices for other communities.

Street Typology

A typology refers to a categorization of items that have similar characteristics. To apply consistent design elements across similar streets, the Hoboken Street Design Guide groups all Hoboken streets into select typologies based upon width, use, and purpose within the overall transportation network.

Often, streets are organized by community characteristics; however, this approach is less useful in Hoboken given the City's compact and consistent urban character. Since most of Hoboken's streets have reached their full width—except in places where redevelopment is planned to occur—an approach to classifying streets on the basis of physical characteristics and their purpose within the larger network was applied.

Early in the process, several corridors that act as Hoboken's primary streets were identified as "Special Focus Overlays" for their unique contributions to the community. These corridors connect neighborhoods to commercial services, schools, parks, and the Hudson River Waterfront. Given their opportunity to impact mobility and placemaking in a transformative manner, investments in these corridors should be a high priority for Hoboken.

Special focus overlays were applied to the following corridors:

- Observer Highway
- Washington Street
- 4th/5th Street and 8th/9th Streets
- 11th/12th Streets
- 15th Street

The Design Guide provides long-term visions for the opportunities available in these corridors to improve mobility as well as the priorities that should guide future improvements in these areas.

Green Infrastructure

Green infrastructure is an approach to water management that uses natural processes to capture, store, and filter stormwater. This is especially important in coastal areas like Hoboken, which experiences recurrent flooding. The City can incrementally improve its stormwater management capabilities by incorporating these methods into future street improvement projects. Additionally, green infrastructure can enhance aesthetics and greenery in Hoboken. Within the right-of-way, there are several opportunities to include green infrastructure as street projects are designed and implemented. The most common opportunities in Hoboken include bioswales, permeable pavement, and stormwater trees. The Design Guide offers some guidance on each of these treatments as well as references that provide more detailed information

Implementation

Implementing the guidelines in this manual is critical to improving transportation equity, safety, and mobility in Hoboken. The goals, guidelines, and design techniques presented in this Design Guide should be incorporated into all roadway design projects, roadway maintenance, major development and redevelopment projects, and streetscaping projects. An action plan is provided to act as a roadmap to ensure that the Complete Streets vision is fully implemented throughout the City and becomes foundational to all projects moving forward

Priority action items for implementing the Hoboken Street Design Guide are:

- Adopt an updated Complete Streets Policy
- Make the necessary regulatory changes
- Adopt a Complete Streets and green infrastructure checklist
- Leverage quick-build and pilot projects
- Develop a Vision Zero action plan
- Document success

IMPLEMENTATION

Implementation

Implementation of the design guidelines is critical to improving transportation equity, safety, and mobility in Hoboken. The goals, guidelines, and design techniques presented in this document are intended for incorporation into all roadway design projects, roadway maintenance, major development/redevelopment projects, and streetscaping improvements. The action plan outlined in this chapter is a roadmap to ensure that the Complete Streets vision is fully implemented throughout the City and becomes a foundational part of all projects moving forward.

Adopt an updated Complete Streets Policy

While the City has a Complete Streets policy already in place, much has happened since its adoption. An updated policy and ordinance that reflect current trends, opportunities, and methods will provide the necessary tools to enforce universal compliance with the Complete Streets vision and increase the pace with which implementation occurs. During the creation of the Design Guide, a modern version of the Complete Streets policy was drafted for the City to consider. The updated policy defines the Complete Streets vision and purpose, references the design guidelines contained in this manual, and promotes a series of measures of effectiveness which officials can use in the future to evaluate and document success. In addition, the policy contains a limited number of exceptions, strengthening the City's ability to enforce the addition of high-quality facilities in future projects.

Adopting this policy is an important step for the City to modernize the way that transportation planning, design, and maintenance processes are undertaken. It also provides a foundation for the City to adapt to the changing needs of the community and better prepares the City for the future.

The updated policy is available in Appendix A.

Regulatory Changes

Complete Streets design will be more easily facilitated as local policy documents are updated with regulations that reflect the best practices identified in these guidelines. Design elements and recommendations in this document have been developed from national best practices and tailored where necessary to reflect local priorities and conditions. City of Hoboken planning officials should complete a thorough review of the City's street design standards, development ordinances, and other regulatory guidelines and promote updates to bring them in compliance with this Design Guide.

Adopt Complete Streets and Green Infrastructure Checklists

The Complete Streets and green infrastructure checklists are tools to be used during the project development phase to ensure that all projects within the public right-of-way comply with the Complete Streets policy and green infrastructure strategy. The checklists are required to be completed for all major site plans or roadway projects, and will be reviewed by a member of the City of Hoboken planning department to either certify compliance with the policy or identify areas of the design that should be changed to improve multimodal and green infrastructure accommodations. The checklists are an important tool to ensure the guidelines are being consistently applied as projects are approved.

The checklists are available in Appendix C.

Leverage Quick-Build Projects

Quick-build projects are those that can be implemented quickly, at low cost, and planned with the expectation that the design may undergo changes in the future. When looking at the full spectrum of projects implemented by a city or government entity, from pop-up or demonstration projects to larger capital investments, quick builds fall somewhere in the middle. Like permanent capital investment projects, quick-build projects are meant to be durable transportation improvements used by the public for months or even years.



Photo: Quick-Builds for Better Streets (People for Bikes)

Quick-build projects can be pilot projects or interim build projects.

- Pilot projects tend to be based more on the concept of testing a solution during a cost-effective, quick-build implementation before deciding whether investment in a more permanent reconstruction is warranted.
- Interim-build projects are used to provide the public with the benefits of a project much earlier than otherwise would be available by waiting until the full reconstruction is funded, designed, and built.

Appropriate projects often include pedestrian space reclamation projects such as curb extensions, the addition of protected multimodal facilities, road diets, and intersection reconfigurations. The increased duration of these projects compared to pop-up projects requires materials that will last, such as roadway grade paint, flexible traffic delineators, temporary curbing products, and other street design elements that provide protection and separation while meeting durability requirements for roadway design. The longer evaluation period lends itself to data collection, such as motor vehicle, pedestrian, or bicycle volumes over the stretch of roadway undergoing the quick-build project, to enable a before and after comparison of the project's impacts on the roadway.

An example of a quick-build project in Hoboken is installing the multi-use path along Frank Sinatra Drive. The City removed parking along the east side of the roadway to create an approximately 9-foot wide, multi-use path utilizing concrete wheel stops and flex post delineators to separate the path from the travel lane.

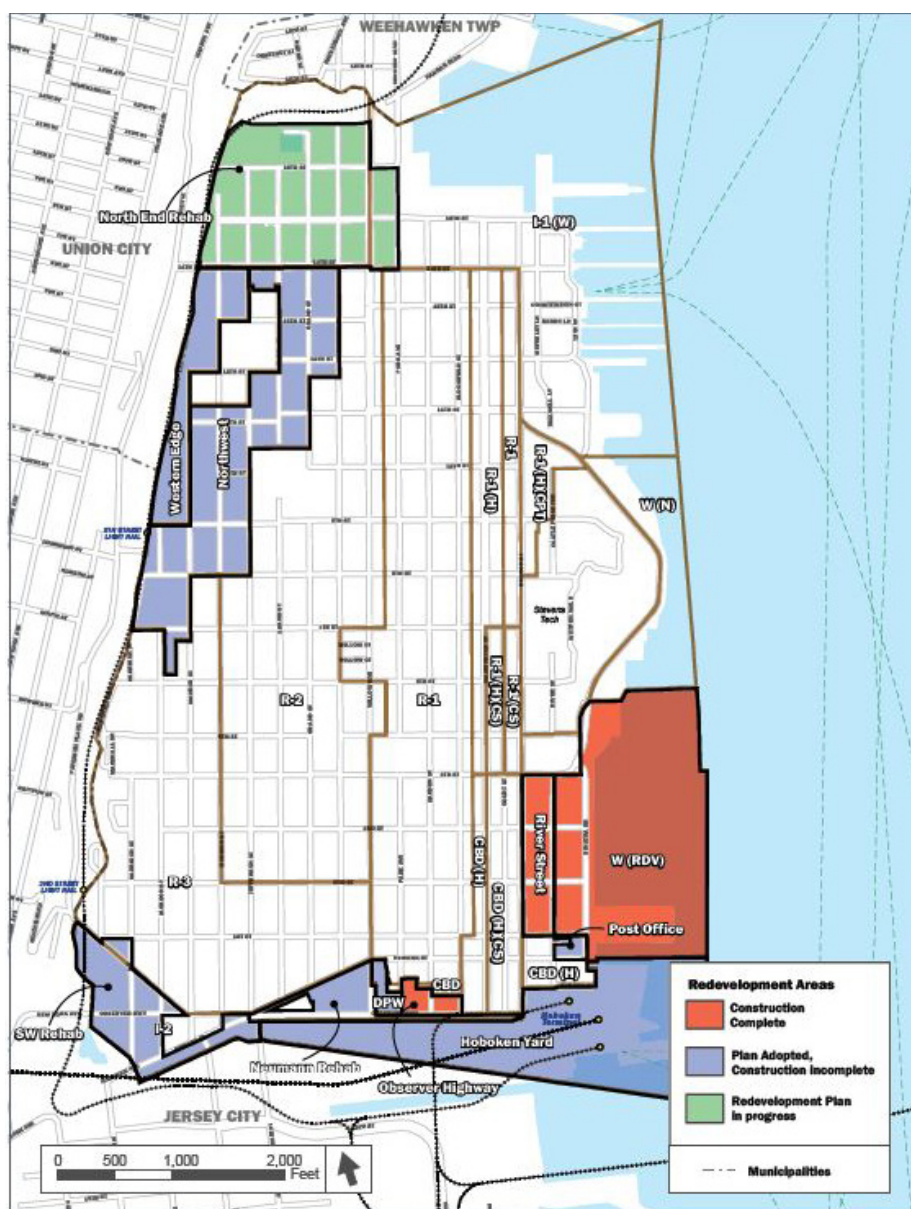
More information on quick-build projects can be found in *Tactical Urbanism: ShortTerm Action for Long-Term Change* by Mike Lydon and Anthony Garcia and *Quick Builds for Better Streets: A New Project Delivery Model for U.S. Cities* published by People for Bikes.

Develop a Vision Zero Action Plan

As noted in the Introduction chapter, Vision Zero is an international movement to eliminate traffic deaths. In 2019, Hoboken announced a desire to join this campaign and eliminate all traffic-related deaths and injuries within the City by 2030. To accomplish this goal, it will be important to adopt a clearly outlined action plan, inclusive of design strategies, enhanced enforcement, education, and updated policies. The design strategies included in this document should be used as a toolbox to implement the City's Vision Zero action plan and improve safety for all users.

Embrace Redevelopment

There are designated redevelopment planning areas in the north, west, south, and east portions of Hoboken. Each of these locations will be investing in detailed planning, data collection, and analysis activities. These redevelopment plans represent unique partnership opportunities to implement the City's mobility vision. During these processes, it is likely that new ideas will be generated, some of which may be contrary to current plans. Flexibility has always been a cornerstone of progress. For this reason, the City will require that the Design Guide be consulted as plans are developed. Any deviations from the guide or proposed modal connectivity should be accompanied by documentation that the proposed change represents an enhancement without detriment to the connectivity, circulation, and safety goals of the City prior to approval.



Redevelopment Plan Areas

Source: Hoboken Master Plan, Land Use Element

Document Success

Documenting the performance of Complete Street projects will be crucial to the continued success of the program. The City should continue to monitor the performance measures contained in the updated policy to analyze the program's effectiveness, adjust strategies accordingly, and communicate successes with the community. Doing so will help to inform decisions regarding project selection and scoping and demonstrate the benefits that arise from investments in Complete Street projects.

The measures of effectiveness listed below are uniquely tailored to demonstrate the benefits of Complete Streets on mobility, safety, equity, health, and many aspects of community life. They also are easily measured through quantifiable data and lend themselves easily to a report card format to communicate easily with stakeholders and community leaders.

Improved Safety

- Reduced frequency and severity of crashes (vehicle, pedestrian and bicycle)
- Maintained or improved emergency vehicle response times
- Reduced moving vehicle violations
- Progress toward the city's Vision Zero goals

Increased Equity

- More people live and work within proximity to high-quality pedestrian and multimodal facilities
- Increased bicycle parking provided

Improved Transportation System Effectiveness

- Increase in transit ridership
- Increase in bicycle and pedestrian mode share
- Reduced single-occupancy-vehicle commute share
- Improved user experience (via surveys)

Improved Transportation System Reliability

- Fewer blocked multimodal facilities
- Improved parking compliance
- Improved transit reliability

Improved resiliency and sustainability

- Increase in the City's total stormwater retention capacity due to addition of green infrastructure elements
- Increased use of shared mobility modes

Accommodate innovation

- Total number of pilot projects conducted

RESOLUTION NO. 37-2018 (HT)
Second Reading

By Council Member Dunbar

A Resolution setting forth the City's Complete and Green Street Policy.

WHEREAS Complete and Green Street policies address the livability and environmental needs of our community with multipurpose streets that better accommodate walkers, cyclists, and public transportation while reducing the environmental impact of our transportation infrastructure by incorporating green infrastructure strategies to reduce waste, stormwater runoff, and energy consumption; and

WHEREAS, Cleveland Heights is committed to the creation of a network of Complete and Green Streets that will improve the economic, environmental, and social well-being of its residents; and

WHEREAS, Cleveland Heights' network of Complete and Green Streets will provide safe and desirable travel for users of all ages and abilities and accommodate pedestrians, cyclists, motorist, and transit while also incorporating best management practices in green infrastructures; and

WHEREAS, Cleveland Heights recognizes the need to provide a Complete and Green Streets Policy to assist in the management of stormwater runoff and provide environmental benefit.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Cleveland Heights, Ohio, that:

SECTION 1. Council hereby adopts the Complete and Green Street Policy set forth in Exhibit A attached hereto and incorporated as if fully set forth herein.

SECTION 2. Notice of the passage of this Resolution shall be given by publishing the title and abstract of its contents, prepared by the Director of Law, once in one newspaper of general circulation in the City of Cleveland Heights.

SECTION 3. This Resolution shall take effect and be in force from and after the earliest time allowed by law.



CAROL ANN ROE, Mayor
President of the Council



LAURIE SABIN
Clerk of Council

PASSED: May 8, 2018

Exhibit A

COMPLETE AND GREEN STREETS

Definition.

“Complete and Green Streets” are roadways designed and operated to safely and comfortably accommodate users of all ages and abilities, including cyclists, pedestrians, transit riders, elderly, wheelchair users, delivery and service personnel, and emergency responders; and to reduce, accommodate and slow stormwater runoff as part of a comprehensive stormwater management system.

1. Vision and intent

1.1. The general public will realize long-term cost savings in improved health and better environmental stewardship. Residents will benefit from a “Green Dividend” by cutting transportation costs and making this income available for other, non-transportation expenses such as dining and entertainment in the community. The City and Cleveland Heights’ institutions and businesses will save money by constructing and maintaining smaller parking lots and parking structures. A greater proportion of land will be available for green space or for activity-filled buildings occupied by people rather than that same land serving as storage area for motorized vehicles. Another benefit is that a Complete and Green Street policy creates an economical and functional equity to every user of the road and every household regardless of one’s income, place of residence, neighborhood, mode choice or any other factor.

1.2. The City shall develop a safe, comfortable, reliable, efficient, integrated and completely connected multimodal transportation network providing access, mobility, safety and connections to all users. The interconnectedness of the Complete and Green Streets network shall be explained and documented on a map available to the general public on the City’s website.

1.3. The City shall efficiently address water quality of its sewer system by assessing opportunities and then conducting improvements where needed for sewer lines in coordination with road improvements. Roads shall be designed to not have excess pavement and considerations such as lane width, turning radii, traffic islands and on-street parking shall be evaluated for pavement reduction opportunities.

1.4. The Master Plan, adopted by City Council on March 20, 2017, states on page 146: “ACTION 1: Adopt a Complete and Green Streets Policy.” This was categorized by the Master Plan as being of the highest priority to implement.

2. Diverse users

2.1. Roadway projects shall be designed and planned, to the greatest extent possible, to accommodate all users of the transportation system, including but not limited to motorists/truck operators, pedestrians, bicyclists, transit riders, seniors, children, those with pets, people with disabilities and emergency responders, while respecting the access needs of adjacent land uses. The City shall provide transportation choices that are safe, convenient, reliable, affordable, accessible, and timely regardless of race, ethnicity, religion, income, gender identity, immigration status, age, ability, languages spoken or level of access to a personal vehicle. Vulnerable users shall be prioritized. Special attention in the design and planning of a project shall be given to addressing the needs of people with disabilities and the elderly so that proposed Complete improvements make a measurable difference in ease of travel, comfort and safety for these most vulnerable users. Infrastructure investments shall be mapped, quantified and evaluated to ensure the provision of Complete and Green Streets projects in all neighborhoods, avoiding pockets of disinvestment or underinvestment.

3. Commitment in all projects and phases

3.1. All City-owned new construction, reconstruction/retrofit, resurfacing, repaving, restriping and rehabilitation transportation projects in the public right-of-way including, but not limited to, streets and all other connecting pathways shall be designed, constructed, operated, and maintained so that all modes of transportation allow all users to move safely, comfortably, conveniently and independently.

3.2. Privately constructed streets and parking lots shall adhere to this policy.

3.3. The City shall foster project partnerships with the State of Ohio, Cuyahoga County, neighboring communities and business and school districts to develop facilities and accommodations that further the City's Complete Streets policy for travel between cities.

3.4. The City shall approach every street project and each project's phase as an opportunity for transportation improvements for all users and as an opportunity for water quality improvements. These phases include, but are not limited to; planning, programming, design, right-of-way acquisition, construction, construction engineering, reconstruction, operation and maintenance. Other changes to transportation facilities on streets and rights-of-way, including capital improvements and major maintenance, must also be included.

3.5. The City shall provide accommodations for all modes of transportation to continue to use the road safely and efficiently during any construction or repair work that infringes on the right-of-way and/or sidewalk.

4. Exceptions

4.1. Exceptions to providing for all modes in each project may be authorized by the City Manager using the process and criteria as described below when:

4.1.1. An affected roadway prohibits, by law, use by specified users (such as pedestrian malls), in which case a reasonable and equivalent project shall be designated to accommodate those specified users elsewhere, including on roadways that provide similar access to a route or destination;

4.2.2. The activities are ordinary maintenance activities designed to keep assets in serviceable condition (e.g. mowing, cleaning, sweeping, spot repair and surface treatments such as chip seal or interim measures); or

4.2.3. The City Manager after consultation with the Director of Public Works, Director of Planning and Development, Manager of Capital Projects, and Transportation Advisory Committee issues a documented exception concluding that the application of Complete Streets principles is excessively disproportionate to the need or probable use. Such exceptions shall be clearly explained and available on the City's website and conspicuously posted at City Hall, the public libraries within the City. On the posting shall be the contact information to share comments about the exception to the Transportation Advisory Committee and to City staff.

5. Jurisdiction

5.1. All transportation infrastructure and street design and construction projects requiring funding or approval by the City of Cleveland Heights shall adhere to this Policy. The City Manager shall require the staff of Public Works, Planning, Police, and Capital Projects to implement the Complete and Green Streets improvements in a unified and coordinated manner through consistent and thorough communication including Complete and Green Streets topics at the weekly senior staff meetings and in the staffs' weekly activity reports to the City Manager and City Council.

5.2. Projects funded by non-municipal governmental agencies such as state, federal, county government, including but not limited to Section 108 Loan Guarantee, Community Development Block Grant, Transportation Alternative Program, Ohio EPA, Ohio Department of Natural Resources and County Department of Public Works, shall adhere to this Policy. To the greatest extent, coordination between municipal and non-municipal staff responsible for planning and engineering of Complete and Green streets shall receive special attention.

5.3. Projects funded by non-municipal agencies and organizations such as the City's Special Improvement Districts, Greater Cleveland Regional Transit Authority and Northeast Ohio Regional Sewer District shall adhere to this Policy.

5.4. Private developments including street design and construction components shall adhere to—and fully support--this Policy. The Planning Director or his or her designee with the developer shall agree upon applicable requirements early in the approval process. The City shall verify compliance of the development during inspections prior to the use of such improvements by the general public.

5.5. To the fullest extent possible, State of Ohio streets including those on the Federal Primary System, including the design, construction, reconstruction and maintenance of such streets, shall comply with this Policy.

5.6. For all streets and trails that connect to neighboring cities, Complete and Green Streets principles shall be encouraged across borders so that accommodations are continuous to destinations in other cities.

5.7. For streets and trails that are part of a regional network, the City shall especially provide well-maintained facilities that exemplify Complete and Green Streets principles.

6. Design

6.1. The best, state-of-the-practice design guidance, standards, and recommendations shall be immediately adopted in the implementation of Complete and Green Streets, including:

- American Association of State Highway and Transportation Officials (AASHTO) *Guide for Planning, Designing and Operating Pedestrian Facilities*
- American Association of State Highway and Transportation Officials (AASHTO) *Guide for the Development of Bicycle Facilities*
- Institute of Transportation Engineers (ITE) *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*
- Institute of Transportation Engineers (ITE) *Policy on Geometric Design of Highways and Streets*
- National Association of City Transportation Officials (NACTO) *Urban Bikeway Design Guide*
- National Association of City Transportation Officials (NACTO) *Urban Street Design Guide*
- Federal Highway Administration (FHWA) publications such as *Designing for Pedestrian Safety*

7. Land Use and context sensitivity

7.1. The City shall require specific evidence in all new or revised land use policies, plans, zoning ordinances or equivalent documents how they support the City's Complete and Green Streets Vision. The projects must be sensitive to the surrounding context including current and planned buildings, parks, trails, as well as its current and expected transportation needs. Land use policies and zoning ordinances must support Complete and Green Streets, promoting dense, mixed-use, transit-oriented development. All Complete and Green Streets' solutions must be appropriate and sensitive to the context and intended character as proposed in the Cleveland Heights Master Plan, the University Circle Cleveland Heights Bicycle Network Study, other NOACA Transportation for Livable Communities Initiative studies and other forward-thinking plans and studies. Unintended consequences such as involuntary displacement shall be avoided when possible or addressed with equity and fairness to the affected party.

7.2. Roadway, trail, bus stop and sidewalk design decisions shall include public outreach and input and be sensitive to values of Cleveland Heights as a walkable, vibrant, sustainable, and bike friendly community.

7.3. Projects shall be designed at a human scale for the needs and comfort of all people, with due consideration of issues such as street design and width, lane width, desired motorists' operating speed, hierarchy of streets, mode balance, and connectivity.

7.4. Design criteria shall be based on the thoughtful application of engineering, architectural and urban design principles such that all projects shall make the City a more appealing, enjoyable, and sustainable place in which to live and work.

7.5. Projects in districts listed on the National Register of Historic Places shall be designed to enhance the district's historic character. Examples of contributing design elements include stone curbs, signage, street furniture, trees, and streetlights.

8. Performance measures

8.1. The City Planning Department shall annually measure and report to the Transportation Advisory Committee, the Citizens Advisory Committee and general public an evaluation using, but not limited to, the following performance measures:

- 8.1.1. Miles of bike lanes
- 8.1.2. Crosswalk and intersection improvements
- 8.1.3. Pedestrian, bicyclist and bus ridership counts
- 8.1.4. Percentage of employee, student and visitor arrivals by foot, personal bicycle, transit, carpool, bikeshare or carshare, or electric vehicle.
- 8.1.5. Number of ADA compliant new curb ramps installed along city streets
- 8.1.6. Number of bicycle parking spaces created and number updated that comply with Zoning Code bike parking location and design criteria
- 8.1.7. Number of crashes (location and type)
- 8.1.8. Number of new developments constructing the minimum required number of parking spaces rather than the allowable maximum
- 8.1.9. Square footage of new bioretention facilities
- 8.1.10. Square footage of pavement removed
- 8.1.11. Lineal feet of sanitary sewer lines newly separated from storm lines
- 8.1.12. Vehicle Miles Traveled
- 8.1.13. Carbon emissions
- 8.1.14. Net number of street trees added
- 8.1.15. Report on project effectiveness of engaging those who are underrepresented, consideration of their suggestions, and documentation of improvements that resulted from their input
- 8.1.16. Evaluation of plans and improvements to assure they are equitably distributed with respect to factors including but not limited to income, race, vehicle access, and planning district

8.2. An annual report shall document the change for each performance measure contained in this ordinance compared to the previous year(s). Such report shall be readily

viewable on-line and in paper version at City Hall and at the Cleveland Heights-University Heights Libraries.

9. Project Selection Criteria

9.1. Project Evaluation and Criteria Scoring of the Capital Improvement Program shall include Complete Streets as a priority and City Council goal. Capital improvements shall be mapped and quantified to make certain in the City's five-year capital planning document that City resources are equitably provided. Scoring criteria shall be adjusted when necessary to attain an equitable distribution of Complete and Green Streets projects and resultant benefits.

9.2. The Department of Public Works, the Planning Department, Capital Projects, and other applicable departments, agencies, and committees shall incorporate Complete and Green Streets principles into all existing and future plans, manuals, checklists, decision-trees, rules, regulations, and programs including, but not limited to, the Capital Improvement Program and annual road program.

10. Implementation steps

10.1. Senior staff of Police, Public Works, Capital Projects, and Planning shall attend monthly meetings of the Transportation Advisory Committee which includes City Council-appointed representatives of each of the following: 1. Bicycling; 2. Pedestrians; 3. Transit users; 4. Disabled persons; Educational community within the Cleveland Heights-University Heights School District; Business community; and the Regional Transit Authority. The Transportation Advisory Committee per Ordinance 175-2013 shall make recommendations to City Council on conceptual and construction plans to improve transportation by modes which are alternatives to automobiles.

10.2. The Department of Public Works, the Planning Department, Capital Projects, and other applicable departments and the Transportation Advisory Committee will annually review current design standards to ensure that they are the best available resources.

10.3. The Planning Department shall annually review the Zoning Code and recommend amendments that fully support the City's Complete and Green Streets' Vision.

10.4. The City shall fund and encourage staff professional development and training to be fully conversant about Complete and Green Streets issues including motorized and non-motorized transportation conferences, classes, seminars, and workshops. Staff working on such projects shall attend at least ten hours of continuing education and/or documented research on best practices. City staff shall provide educational opportunities for City boards, committees and commissions, business districts, schools, and other institutions so that everyone understands the importance of the Complete and Green Streets Vision.

10.5. Transportation planning and engineering consultants shall be selected only if they are leaders in implementation of cost-effective, practical projects that created Complete and Green Streets consistent with this City's Vision and Intent.

10.6. City staff of Capital Projects, Public Works, and Planning shall identify all funding sources for street improvements and evaluate every upcoming project as an opportunity for a Complete and Green Streets project. The Office of Capital Projects shall be responsible for adherence to the Complete and Green Streets policy. The City Manager shall oversee Capital Project's adherence.

10.7. The City Manager and staff shall promote inter-departmental project coordination among City departments with an interest in the activities that occur within the public right-of-way.

10.8. City staff of Capital Projects Public Works, Planning, and Community Services shall create a community engagement plan with specific strategies for when and how public engagement will occur and with whom. Effective strategies include enlisting survey helpers from the group whose input is sought, holding public meetings at accessible times and places, collecting input at community gathering spaces (such as school and City playgrounds, parks and libraries) and hosting and attending community meetings and events coincident with people's daily routines. Input should be augmented by easy-to-use, online methods of participation, like the MetroQuest survey for the University Circle-Cleveland Heights Bicycle Network Study. Outreach would include the City email newsletter, social media and neighborhood emailing systems such as Next Door.

10.9. City staff shall actively share and promote best practices and continuation of Complete and Green Streets in neighboring cities to improve Cleveland Heights residents' access to destinations beyond our borders

10.10. Every Complete and Green Streets project shall include an educational component to ensure that users of the transportation system understand and can safely use a project's elements.

THE ACTION PLAN

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CONTACT
cabq.gov/visionzero

MESSAGE FROM MAYOR KELLER



TIMOTHY M. KELLER
MAYOR, CITY OF ALBUQUERQUE

Fellow Burqueños,

Every year, Albuquerque ranks too high in roadway fatalities nationwide. 2020 was no different, with at least 77 people dying on our roads, many who were walking or riding a bicycle. Any loss of life because of preventable traffic crashes is unacceptable. This is why we launched the Vision Zero ABQ Initiative with a goal of eliminating traffic deaths in Albuquerque by 2040.

City departments, leaders, local agencies, institutions and community organizations throughout Albuquerque are working together to mount a comprehensive Vision Zero strategy that uses data and centers equity when identifying and prioritizing improvements to corridors and intersections where deaths and injuries occur most. These efforts include continued community and multi-agency collaboration to ensure everyone in Albuquerque is part of making our city safer.

2020 taught all of us so much about protecting our families, friends and community, particularly those who are most vulnerable. Through small, individual steps and through institutional change, we can build a social and physical infrastructure that supports safe, healthy transportation options.

The results of these efforts are the City's first Vision Zero Action Plan. This plan lays out specific actions to help achieve our goals for a safe Albuquerque. From innovative street design to complementary education, engagement and enforcement strategies, we can reduce the likelihood of death or severe injury. We all must work together as a community to accomplish these goals.

The Albuquerque Vision Zero Action Plan spells out ways for every Burqueño to join us on the road to zero traffic deaths and serious injuries. Everyone has a role to play in keeping our streets safe. Working together we can eliminate traffic deaths and make Albuquerque a safe place for every traveler.

Sincerely,

A handwritten signature in black ink that reads "Timothy Keller".

TIMOTHY M. KELLER,
MAYOR, The City of Albuquerque

VISION ZERO COMMITMENT



Left: Providing education and encouragement about safety and active transportation options at ABQ CíQlovía.

This Vision Zero Action Plan establishes a road map for Albuquerque to improve traffic safety today and eliminate traffic deaths and serious injuries by 2040. Through this Action Plan, we are committed to safety and equity.

Prioritizing safety improvements for the most dangerous roads and intersections and protecting the most vulnerable road users are key to achieving Vision Zero goals.

In 2019, Mayor Keller made a commitment to Vision Zero, joining over 40 other U.S. communities in a commitment to eliminating traffic deaths and serious injuries. As

part of this commitment, the City acknowledges that streets are for everyone and that Albuquerque residents and visitors should be able to get where they need and want to go safely, regardless of how they travel.

This Vision Zero Action Plan provides background information about traffic safety issues and initiatives in Albuquerque, and describes planned actions to make our streets safer and eliminate traffic fatalities. The following 6 thematic goals describe different approaches to traffic safety that Vision Zero in Albuquerque will take:

Engineering + Design

Prioritize the safety of all road users and use Complete Streets design principles when designing, building, and reconstructing roads.

Safe Speeds

Implement speed management.

Policy, Regulation + Practice

Establish and advocate for proactive and equitable policies, regulations, and practices that center safety for all roadway users.

Education + Encouragement

Promote a culture of safety and care among all road users.

Walking + Rolling

Increase opportunities for people throughout the city, particularly in vulnerable communities, to safely walk, ride a bicycle, use mobility devices, and take transit.

Data + Transparency

Use data to make decisions, prioritize funding, and evaluate traffic safety projects to ensure that Vision Zero initiatives are equitable and



Left: Community partners assessing safety and accessibility concerns along Louisiana Boulevard.

transparent. Document and incorporate people's lived experiences as data to ensure that community perspectives are considered.

Action items to implement these thematic goals were identified by the Vision Zero Task Force, Vision Zero community partners, and through community input in the 2020 Vision Zero Prioritization Survey.

Best practices from other Vision Zero communities were also considered in developing this Action Plan.

In order to center safety and equity in Vision Zero, the following two datasets will be used to help prioritize Vision Zero efforts in Albuquerque, while also considering context and where people need to go:

- **High Fatal and Injury Network (HFIN):** Identifies roadway segments and intersections where fatal and injury crashes are most common. Includes analysis of pedestrian- and bicyclist-involved crashes.

- **Vulnerable Communities:** Identifies Census tracts where residents are more likely to rely on walking, riding a bicycle, and taking public transit, and therefore to be more vulnerable to traffic violence.

Creating a Culture of Care: A Call to Action

Getting to zero traffic deaths and serious injuries requires a commitment from all of us to help create a culture of care on the streets of Albuquerque. We can

all make safe choices, watch out for one another on the road, and follow traffic laws:

Respect all other road users

We are all going somewhere, and we all have the right to get there safely.

Slow down

Lower speeds save lives!

Eliminate distractions

Focus on the road and look for other people.

Stop at lights and stop signs

Make a complete stop and look for other people walking, riding a bicycle, and driving before proceeding.

Yield to others

Particularly those walking and riding a bicycle; be extra cautious near crossings.

Consider walking or biking for short trips

It's good for your health and the environment, reduces congestion, and may help raise the visibility of people walking and riding bicycles.

Drive sober

Never drive when under the influence of drugs or alcohol.

With these action steps in mind, the Albuquerque Safe Streets Pledge, launched in summer 2020, is an ongoing opportunity for all Albuquerque residents to make their own commitment to help Albuquerque get to zero traffic deaths and serious injuries.

Centering Equity in Vision Zero

Safe, convenient, and comfortable transportation options and rates of traffic violence are not equitably distributed throughout the city.

Communities with higher populations of people with

disabilities, children, older adults, people of color, and people who rely on riding a bicycle, walking, and public transit often have a higher incidence of traffic crashes than other communities.

These communities also tend to experience far less investment in infrastructure improvements that create safe travel options. Compounded in vulnerable communities, these factors detract from quality of life, health, and the ability of residents to overcome transportation challenges and get where they need to go. Given all

of these factors, it is important to prioritize traffic safety projects in the areas where people are most vulnerable.

In addressing traffic safety, Vision Zero efforts must also consider different transportation needs and safety issues in different parts of the city. Context-sensitive solutions may include installing more frequent pedestrian crossings where pedestrian-involved crashes are most common and in areas where more people walk for transportation, or prioritizing accessibility improvements in areas with higher populations of people with disabilities or with facilities that serve people with disabilities.

Nationally and locally, people of color are at higher risk of being killed while walking, and crashes, particularly those involving people walking, are more common in vulnerable communities. Indigenous people carry a particularly disproportionate burden of the risk of being killed while walking. These trends exacerbate the impacts of systemic racism and inequity in vulnerable communities. Vision Zero projects must be prioritized in these areas, particularly where fatal and injury crashes are disproportionately common.



Vision Zero prioritizes safety for all, with a particular focus on our most vulnerable road users.

In addition to prioritizing projects along the HFIN and in vulnerable communities, Vision Zero acknowledges that communities of color and low-income communities often experience over-policing, gentrification, and lack of trust in government.

To build trust, Vision Zero should prioritize traffic safety initiatives in vulnerable communities that center community agency and promote collaboration with local individuals and organizations. Any enforcement efforts in these communities should prioritize top contributing factors, and should include community engagement and equity components.

Policing and Vision Zero

In 2020, as we drafted this Action Plan, social movements raised awareness about police brutality and systemic racism within law enforcement, including myriad traffic stops that escalate to the killing of people of color by police.

In response, Vision Zero communities around the country are working to address the impacts of policing, particularly in communities of color, where people are also more vulnerable to traffic violence.

In addition to racial bias in policing, citations for people



walking and riding a bicycle often overburden already vulnerable people, particularly where laws for pedestrians and bicyclists are unclear and written to prioritize the movement of vehicles over the movement of people.

In the 2020 Vision Zero Prioritization Survey, many respondents identified enforcement as an important way to improve safety. These results may not adequately reflect the entire community's concerns over enforcement strategies, considering the small sample of the survey and the fact that BIPOC and young respondents were underrepresented.

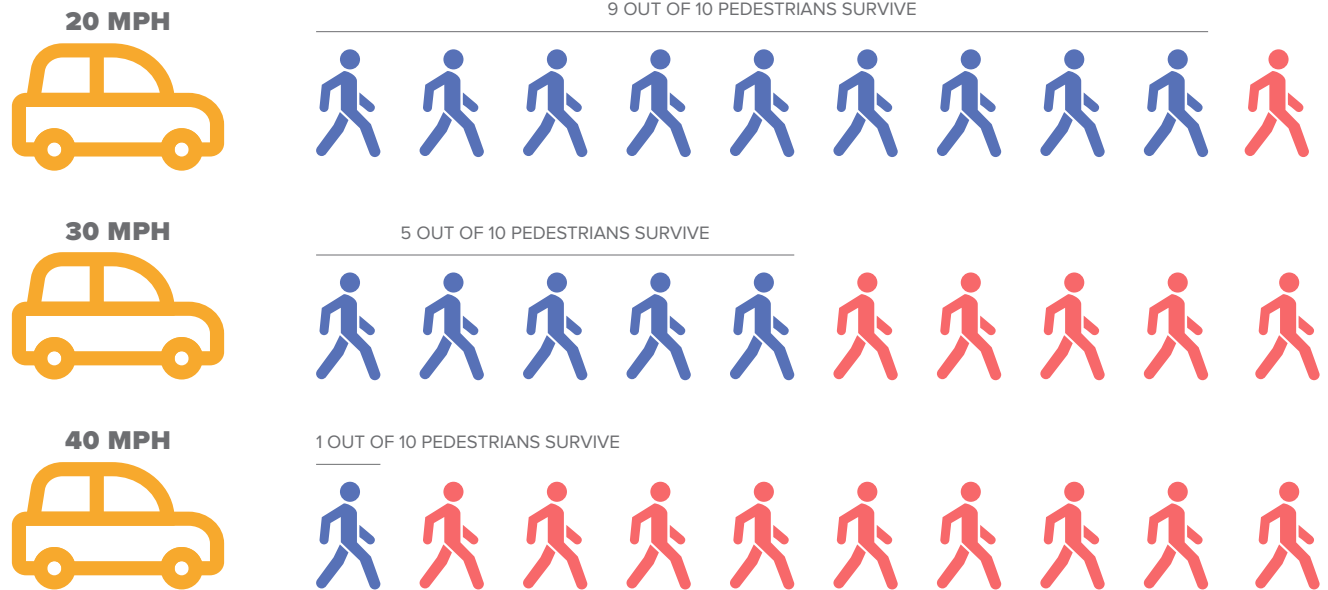
Over-policing and its impacts were identified as an area of concern in work with some Vision Zero partner organizations.

Above: Speed feedback signs indicate when cars are traveling above the speed limit and encourage drivers to drive safe speeds

In New Mexico, traffic citations can only be issued by sworn police officers, so there is a role for law enforcement in Vision Zero, but that work must be deliberate about eliminating disproportionate negative impacts on our most vulnerable communities and focusing on the most dangerous behaviors. Automated enforcement is one way to reduce (although not eliminate) racially biased enforcement; in addition, police officers should have anti-racism and anti-bias training and tools to educate and encourage road users to practice safe behaviors. The need for enforcement may also be reduced

GRAPH 2.1: PEDESTRIAN FATALITIES BY VEHICLE SPEED

Hit by a vehicle traveling at:



SOURCE: NACTO, [City Limits](#) (2020)

as we build safer roads and create more of a culture of safety in our community.

Law enforcement officers also respond to, analyze, and report on traffic crashes. Most of the crash data that we use to understand and prevent traffic crashes comes from the Uniform Crash Reporting form, which is used by law enforcement statewide.

The information gathered through this form is often limited, inconsistent, and incomplete depending on the responding

officer and the information available at the scene of the crash, particularly in the case of pedestrian- and bicyclist-involved crashes.

As a partner in implementing Vision Zero, it is important that the Albuquerque Police Department (APD) work to ensure that traffic enforcement is unbiased and that crash response contributes to a better understanding of traffic violence which will require identifying and advocating for improvements to the Uniform Crash Report itself.

Designing Streets for People and Safety

The way that roads are designed and built impacts how people use them and what they can do safely. Many of our streets are designed to move people in cars quickly through our city, prioritizing those road users over others, particularly more vulnerable road users.

The speed of traffic, in particular, makes streets less safe for all road users. At high speeds, drivers see much less of what is happening around them, including people walking and riding bicycles and



Above + Left: Medians can be used to support pedestrian crossing access.

other vehicles, which can lead to a crash.

Higher speed crashes are also more dangerous for all involved because of the increased force of the crash. Pedestrians in particular are at much higher risk when hit by a vehicle moving at higher speed.

Wide streets with many wide lanes invite people to drive fast, making it more difficult for them to see and respond to other road users. Multiple lanes also reduce a driver's ability to see other road users, especially if they are walking or riding a bicycle, and makes it more difficult for people

to be able to tell if they can cross the street safely and be seen.

When there are few crossings, people in cars are encouraged to drive quickly through without looking for other road users, and people walking, riding a bicycle, or using mobility devices are unable to travel safely from one side of the street to the other; those users may need to travel long distances to access a safe crossing.

On the other hand, there are many Complete Streets design techniques that can be implemented to calm traffic and make streets safer.

Narrow streets and lanes invite drivers to travel at slower speeds that allow them to see and respond to other road users.

Bulbouts or sidewalk extensions where people cross a street narrow the roadway and make the distance that a person walking needs to travel across the street.

In a similar way, medians and pedestrian refuges allow people crossing the street to safely stop halfway if there is oncoming traffic or if they can't cross in the time allowed by a signal, while also providing a narrowing and calming effect.



Above + Left: Temporary crosswalks and curb extensions are used for ABQ CiQlovia to illustrate traffic calming and Complete Streets techniques.

More frequent intersections and crossings, particularly those with pavement markings, signage, and signals, allow people to cross the street when they need to, while also indicating to drivers that they should drive slowly and watch for others, and stop when people need to cross the street.

How the space of a road is distributed among different road users also makes a difference in terms of safety. Wide sidewalks provide space for people to walk along a road. Bicycle lanes,

particularly if they have a painted buffer or physical barrier from vehicle traffic, allow people to ride bicycles safely. Crosswalks also provide a dedicated space for more vulnerable road users.

The City's Development Process Manual (DPM) contains technical engineering standards for streets, including guidance about lane widths, speed limits, crosswalks and frequency of crossings, sidewalks, and bicycle infrastructure. The latest update, which became effective in 2020,

incorporates more current best practices that promote safety and active transportation and serves as an important tool for redesigning the transportation network around safety for all road users.

Land Use and Transportation

In addition to the design of roads, land use is closely tied to transportation options and safety. Some land uses, like schools, parks, community facilities, and commercial and activity centers, are more conducive to people walking and riding a



Right: Traffic flow near the Sunport, Albuquerque's airport.

bicycle than others. Roads near these uses should be designed for safe speeds and provide adequate sidewalks and bicycle infrastructure to allow for safe access and use. Road design should consider and reflect the land use context.

In Albuquerque, many residents do not live near their work or school. This is most clearly illustrated by traffic congestion on river crossings during rush hour when people are traveling between housing on the west side of the river and jobs on the east side, but impacts other parts of the city as well. For people with longer commutes and those who transport families, run errands,

or have to carry equipment, driving may be the only option for transportation. Residents who need to travel around the city for work, school, errands, or recreation should be able to do so safely and conveniently, just as people who need or choose to should be able to walk, ride a bicycle, or take transit to get where they need to go.

The Albuquerque / Bernalillo County Comprehensive Plan (Comp Plan) and the Metropolitan Transportation Plan (MTP) prepared by the Mid-Region Council of Governments identify existing trends and provide goals, policies, and targets about transportation options and safety, including reducing the geographic

imbalance of jobs and housing by bringing job opportunities and resources closer to where people live, and allowing more people to live closer to jobs, while also making streets more multi-modal to serve all residents.

Accomplishing these goals supports Vision Zero implementation by reducing the distance people have to travel, while also supporting more autonomous and vibrant communities throughout the city.

The City of Albuquerque updated the Comp Plan in 2017 to provide clearer guidance on land use, development, transportation, and access to community resources. Following the adoption of the updated Comp Plan, the City adopted new zoning regulations in 2018 with the Integrated Development Ordinance (IDO) that promotes more context-sensitive development, including promoting more walkable, urban character in certain areas. The MTP is updated every 5 years to respond to changing transportation trends and needs, and to provide information and guidance to jurisdictions around our region.

FOR IMMEDIATE RELEASE



FOR INFORMATION CALL

December 21, 2021

Ald. Cavalier Johnson
(414) 286-3591

Incoming Mayor Cavalier Johnson releases plan to combat reckless driving

During a press conference today in which incoming Mayor Cavalier Johnson was joined by the Milwaukee Police Department, Office of Violence Prevention, WI Department of Transportation, the Milwaukee Department of Public Works, and community groups including Boys & Girls Clubs of Greater Milwaukee, Sherman Park Community Association, Next Door Foundation, Running Rebels, VIA CDC, and others, Johnson unveiled a detailed plan to abate reckless driving in Milwaukee.

The plan entitled **S.T.A.N.D.** for Safer Streets will focus on the core pillars of:

- Safe street design
- Traffic enforcement
- Accountability
- Neighborhood Engagement
- Demand progress

This plan commits to engaging a broad coalition of residents, businesses, advocates, and stakeholders to address reckless driving. **The full plan with additional details is attached.**

“As a parent of three children in Milwaukee, and someone who drives these streets daily, I find the statistics around automobile accidents and vehicle thefts unacceptable,” said Johnson. In 2021, 65 people in Milwaukee have lost their lives due to reckless driving accidents, and more than 9,000 cars have been stolen, double the amount in 2020.

-More-

S.T.A.N.D. for Safer Streets /ADD ONE

“The plan we are launching here today, S.T.A.N.D. for Safer Streets, is a multifaceted approach that will immediately address the reckless driving crisis we face in our city. As Mayor, I plan to put the full weight of my administration behind meaningful action to combat reckless driving every day,” Johnson said.

The plan calls for, among other things: Increasing the deployment of physical road improvements; stepped-up enforcement by the Milwaukee Police Department; a new policy for towing unregistered or unlicensed vehicle operators who are caught driving at dangerous speeds; and a dedicated staff member in the Mayor’s office to coordinate the Vision Zero plan across city departments and work with residents and businesses.

-30-



**City of Milwaukee
Incoming Mayor Cavalier Johnson
December 21, 2021**

v1.01

S.T.A.N.D for Safer Streets Plan

Reckless driving in Milwaukee is a **public safety crisis**. This year alone, 65 people in our city have lost their lives due to senseless reckless driving acts. Many more have been seriously injured. We are on pace to double the number of cars stolen in our city from just last year. These aren't just stolen vehicles; for victims this is a stolen means of transportation to a job, a stolen means of getting their kids to school, and a stolen sense of security in our city.

As a parent with three children who resides in this city, and as someone who drives on these city streets every day, I find these figures alarming. Something must be done, and as such, I am taking a **S.T.A.N.D** against reckless driving.

As the incoming Mayor for the City of Milwaukee, I have continued to fight for the safety of residents on our streets. Residents have the right to feel safe traversing the city, whether walking, biking, utilizing public transit, or a personal vehicle. Residents of all ages, racial and ethnic backgrounds, abilities, and preferred means of transportation deserve to feel safe.

The City has undertaken some points of meaningful action on this problem, but not enough to truly move the needle. The City needs a leader who will bring departments, stakeholders, residents, and businesses together around a shared vision and goals. It is my commitment to lead a cohesive effort towards eliminating reckless driving that is centered on action and accountability.

As such, I am taking a **S.T.A.N.D** against reckless driving through:

Safe Street Design - We need to design streets which prioritize safety for all users, encourage slow traffic speeds, and reduce the likelihood of dangerous driving.

Traffic Enforcement - We need to support ongoing traffic enforcement to keep our streets safe.

Accountability - We need to ensure that existing penalties are being enforced and new strategies are employed to hold repeat offenders accountable.

Neighborhood Engagement - We need to engage the community, and give residents effective tools and resources to make safe decisions.

Demand Progress - We need to devote all resources necessary to continued action on reckless driving and increased coordination between stakeholders.

My record on curbing reckless driving as Council President:

- ❖ Dedicated \$6 million of increased funding to engineering solutions including:
 - Permanent improvements to major streets
 - Permanent improvements to residential streets near schools and parks
 - Temporary rapid implementation projects
 - A speed limit reduction plan including reducing the statutory speed limit on residential streets, and launching a citywide marketing and awareness campaign around safe driving speeds.
 - Reduced assessments for residential speed humps
- ❖ Supported the Milwaukee Police Department in hiring additional civilian investigators to solve car theft cases.
- ❖ Dedicated \$1.15 million of increased funding to expand the work of the Milwaukee Police Department's Traffic Safety Unit (TSU) including:
 - Funding for increased staffing time and equipment
 - Funding to purchase 50 automated license plate reader cameras which aid in locating habitual traffic offenders, vehicles involved in AMBER alerts, and stolen vehicles
- ❖ Called on the State of Wisconsin Department of Transportation (DOT) to partner with the City on structural changes to make state highways within the city safe.
- ❖ Passed legislation directing the Department of City Development and the Department of Public Works to identify locations for public plazas and gathering spaces.
 - This will make underutilized public spaces more pedestrian friendly, spurring economic development and bringing neighbors together

As incoming Mayor, I will take these immediate action steps:

Safe Street Design

- ❖ Partner with the State of Wisconsin to curb reckless driving:
 - Pass legislation calling on the State of Wisconsin DOT to adopt the City of Milwaukee's Complete Streets policy for state and federal transportation projects within city limits. Many of the most dangerous streets in the city are controlled by the State of Wisconsin: Capitol Drive, Fond Du Lac Avenue, National Ave, etc. We need the state as a partner to make these streets safe.
- ❖ Pass legislation to require paving projects that incorporate the City's Complete Street policy at the closing of a tax incremental district.
- ❖ Direct applicable City departments to create a long-term sustainability plan for traffic calming improvements on residential streets and near schools and parks.
- ❖ Actively seek out and apply for competitive grants, including \$6 billion for "Safe Streets" in the federal Infrastructure Investment & Jobs Act.
 - Through the additional Grants Manager position I sponsored in the 2022 budget, the City will take a strategic and proactive approach to grant applications.
- ❖ Institute complete streets improvements for all tax incremental districts (TIDs) closing out in 2022 and directing this policy be instituted for all future TID districts
 - There will be over \$15 million in funding available in 2022 alone where added complete streets improvements can be executed on street projects within a ½ mile boundary of certain TIDs.
 - Among the streets that will be targeted for safety improvements are: Capitol Drive, Fond du Lac Avenue and 60th Street which pose major reckless driving challenges.
- ❖ Ensure the completion of existing DPW projects and the prioritization of complete streets improvements for all DPW projects scheduled in 2022.
- ❖ Increase capital funding and staffing in the 2023 budget to expand complete streets improvements.

Traffic Enforcement

- ❖ Provide additional resources to MPD's Traffic Safety Unit
- ❖ Collaborate with departments and stakeholders to analyze the most effective traffic enforcement tactics in reducing speed and improving safety on streets.
- ❖ Devote resources in partnership with business districts to expand license plate reader video cameras to hold repeat offenders accountable.
 - These cameras track license plates and will be used to find stolen vehicles, AMBER alert vehicles, repeat traffic offenders, and can be deployed with gun detection technology to coordinate evidence around shooting incidents involving vehicles.

Accountability

- ❖ Work with the Milwaukee Fire and Police Commission (FPC) to update the towing Standard Operating Procedure to permit towing of unregistered vehicles when operators are driving at excessive speeds or are being cited for reckless driving.
- ❖ Work with the Milwaukee Police Department (MPD) and Municipal Court to hold repeat offenders accountable.
 - Explore taking legal action against repeat traffic offenders in order to escalate penalties
- ❖ Partner with the State of Wisconsin to:
 - Permit towing of a vehicle when the operator is driving at excessive speeds or being cited for reckless driving
 - Install red light cameras at the city's most dangerous intersections
 - Increase the penalty for reckless driving citations
 - Make the criminal penalties for fleeing an officer more severe with graduated penalties for repeat offenders

Neighborhood Engagement

- ❖ Implement a public education initiative in collaboration with residents, community groups, churches, businesses, and stakeholders to raise awareness of the rules of the road, enforcement consequences which hold reckless drivers accountable, and promote resources available for driving-related needs.
- ❖ Partner with the Office of Violence Prevention and youth serving organizations to ensure that current and future grant funds address the increase in car theft by youths and prevent future reckless driving.
 - A portion of the \$8 million in state grant funding received by the Office of Violence Prevention will be prioritized for this use.
- ❖ Partner with MPD, OVP, Milwaukee Public Schools, and community based organizations to seek additional resources, including state and federal grants to:
 - Expand drivers education opportunities for youth and adults.
 - Expand restorative justice options for youth involved in car theft or reckless driving.
- ❖ Expand participation in driver safety courses as an alternative to Municipal Court fees for traffic violations.
- ❖ Work with stakeholders to support efforts to establish a restorative justice mentorship program for youth involved as passengers in stolen vehicles with the goal to prevent future contacts with law enforcement.

Demand Progress

- ❖ Declare reckless driving a **Public Safety Crisis** and direct the administration to devote all necessary resources to protect residents, including:
 - Directing all applicable City department heads to prioritize user safety in all streets projects
 - Directing resources towards the most dangerous intersections and corridors
- ❖ Appoint a Reckless Driving Coordinator in the Office of the Mayor to execute efforts and implementation across City Departments, other levels of government, stakeholders, residents, and businesses.
 - A dedicated point person in the Mayor's Office ensures continued accountability and action from the City. The City must take the lead on coordinating reckless driving efforts.
 - The Reckless Driving Coordinator will oversee implementation of Vision Zero and recommendations from the City-County Task Force on Carjacking and Reckless Driving in conjunction with convening an action group of stakeholders and residents to implement recommendations and monitor progress.
- ❖ Pass a resolution committing the City to Vision Zero
 - The commitment to Vision Zero includes a goal of zero traffic-related deaths in 10 years and increased coordination between City departments and stakeholders towards data-driven goals
 - Resident engagement, input, and buy-in will be major components of the implementation process

This plan is just the beginning. I need a broad coalition of residents, businesses, advocates, and stakeholders working alongside me.

Please join us in the effort by contacting k.kenney@milwaukee.gov to get involved.

JOIN US!

Interested in connecting to additional resources from the Mayors Innovation Project? Learn more about the benefits of membership today.

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