

RESOLUTION NO. 2021-36

A RESOLUTION OF THE VILLAGE COUNCIL OF THE VILLAGE OF PALM SPRINGS, FLORIDA, ESTABLISHING THE GOAL OF ZERO TRAFFIC FATALITIES ON STREETS WITHIN THE VILLAGE; ADOPTING VISION ZERO AS THE POLICY FOR ROAD AND TRAFFIC SAFETY FOR THE VILLAGE OF PALM SPRINGS; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, traffic crashes are among the leading cause of deaths and injuries in the world, the United States, and the Village of Palm Springs; and

WHEREAS, according to the Florida Department of Health, pedestrians and bicyclists are the most vulnerable road users and account for over half of the state's traffic deaths; and

WHEREAS, according to the Governors Highway Safety Association, the national average of pedestrians killed has increased by nearly 22% since 2014; and

WHEREAS, death and injury on our streets is unacceptable; and

WHEREAS, Vision Zero is a traffic safety policy and system which provides a framework for reducing traffic deaths and serious injuries through a combination of engineering, education, and enforcement measures; and

WHEREAS, key elements of the Vision Zero system include: reframing traffic fatalities as preventable; focusing on system failure; reducing the impact of collisions; adopting a safe system approach for vehicles, bicycles, and pedestrians; data-driven decision making; and viewing road safety as a social equity issue; and

WHEREAS, Vision Zero takes a "Safe System" approach to road safety—a holistic view that requires people to think about the road system in its entirety, from design guidelines, infrastructure projects, public participation, policy, and vehicle regulations all influence injuries and deaths; and

WHEREAS, Vision Zero and its policies have been proven in other cities to reduce injuries and deaths from preventable traffic accidents; and

WHEREAS, the City desires to use the proven methodologies of Vision Zero to keep our residents and tourist safe; and

WHEREAS, it is anticipated that implementation of the Vision Zero methodologies will make the Village of Palm Spring's streets safer, which will encourage people to take trips by walking, bicycling and multiple modes such as walking to public transportation; and

WHEREAS, implementation of the Vision Zero methodologies will also encourage collaboration with other city and county agencies, including the Palm Beach County Sheriff's Office, Palm Beach County Fire Rescue, the Palm Beach County State Attorney's Office, the Florida Department of Transportation, the Florida Department of Highway Safety and Motor Vehicles, the Health Care District of Palm Beach County, the School District of Palm Beach County, along with many others to support programs and initiatives that promote safer roads; and

WHEREAS, implementation of the Vision Zero methodologies will also encourage communication and education to help generate collective action around the need for safer streets, along with public participation in transportation decision-making; and

WHEREAS, a fundamental premise of Vision Zero is social equity; utilizing strategies such as prioritizing safety improvements in areas that have historically been underserved and building robust engagement strategies to reach those who are most vulnerable on the roadways and who have not typically been included in traditional city planning processes.

NOW THEREFORE, BE IT RESOLVED BY THE VILLAGE COUNCIL OF THE VILLAGE OF PALM SPRINGS, FLORIDA, as follows:

Section 1. The foregoing recitals are true and are incorporated herein.

Section 2. The Village of Palm Springs hereby establishes the elimination of traffic fatality and the reduction of serious injuries due to traffic accidents as a goal of the Village of Palm Springs.

Section 3. The Village Council hereby adopts Vision Zero as the policy for road and traffic safety in the Village of Palm Springs and directs near and long-term traffic planning to be based on Vision Zero principles.

Section 4. This Resolution shall take effect upon adoption.

Council Member Brinkman offered the foregoing motion to approve the Resolution. Council Member Gunther seconded the motion, and upon being put to a vote, the vote was as follows

	Aye	Nay	Absent
BEV SMITH, MAYOR	✓		
GARY READY, VICE MAYOR	✓		
DOUG GUNTHER, MAYOR PRO TEM	✓		
JONI BRINKMAN, COUNCIL MEMBER	✓		
PATTI WALLER, COUNCIL MEMBER			✓

The Mayor thereupon declared this Resolution duly passed and adopted this 18th day of November, 2021.

VILLAGE OF PALM SPRINGS, FLORIDA

BY:

Beverly Smith
BEVERLY SMITH, MAYOR

ATTEST:

BY:

Kimberly M. Wynn
KIMBERLY M. WYNN, CMC, VILLAGE CLERK



REVIEWED FOR FORM AND LEGAL SUFFICIENCY

BY:

Glen J. Torcivia
GLEN J. TORCIVIA, VILLAGE ATTORNEY

A PRIMER ON VISION ZERO

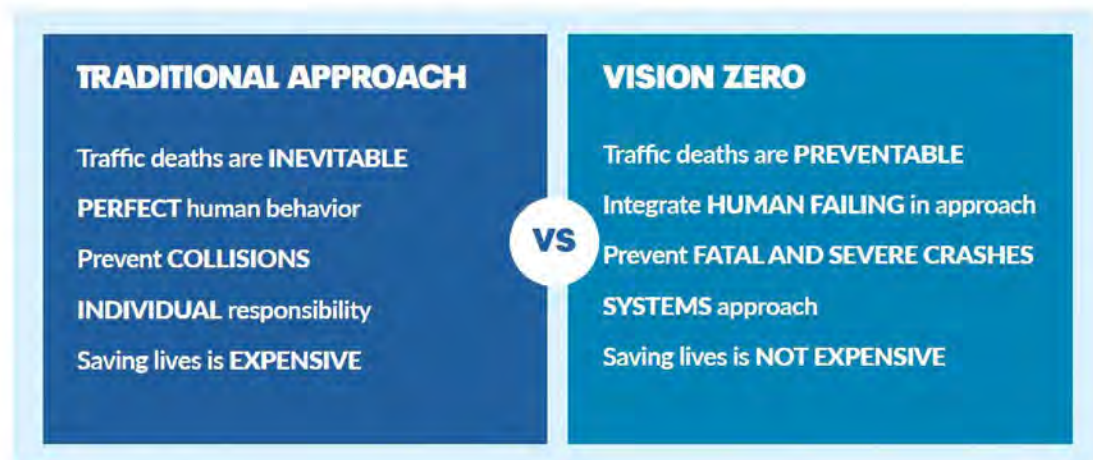
Advancing Safe Mobility for All

What is Vision Zero?

Vision Zero is a strategy to eliminate traffic fatalities and severe injuries among all road users, and to ensure safe, healthy, equitable mobility for all. First implemented in Sweden in the 1990s, where traffic deaths have been cut in half even while the number of trips increased, Vision Zero is gaining momentum across the globe, including in many U.S. communities.



Each year in the U.S., more than 40,000 people — an average of 100 people per day — are needlessly killed, and millions more are injured, in traffic crashes. While often referred to as “accidents,” the reality is that we can prevent these tragedies by taking a proactive, preventative approach that prioritizes traffic safety as a public health issue.



Changing the Status Quo - A New Vision for Safety

Vision Zero starts with the ethical belief that everyone has the right to move safely in their communities, and that system designers and policy makers share the responsibility to ensure safe systems for travel.

The Vision Zero approach recognizes that people will sometimes make mistakes, so the road system and related policies should be designed to ensure those inevitable mistakes do not result in severe injuries or fatalities. This means that system designers and policymakers are expected to improve the roadway environment, policies (such as speed management), and other related systems to lessen the severity of crashes.

Vision Zero Ethical Platform



What a Commitment to Vision Zero Means

Vision Zero is not a slogan, not a tagline, not even just a program. It is a fundamentally different way to approach traffic safety. Communities that want to succeed at Vision Zero need to acknowledge that business as usual is not enough and that systemic changes are needed to make meaningful progress. Effective communities will recognize and commit to core Vision Zero principles and strategies.



Committing to Vision Zero will take the following strategies:

- » Building and sustaining leadership, collaboration, and accountability – especially among a diverse group of stakeholders to include transportation professionals, policymakers, public health officials, police, and community members;
- » Collecting, analyzing, and using data to understand trends and potential disproportionate impacts of traffic deaths on certain populations;
- » Prioritizing equity and community engagement;
- » Managing speed to safe levels; and
- » Setting a timeline to achieve zero traffic deaths and serious injuries, which brings urgency and accountability, and ensuring transparency on progress and challenges.

Key among Vision Zero priorities are managing speed, centering equity, and engaging the community.



Managing Speed

Speeding kills more than 10,000 people each year in the U.S. – on par with drunk driving – yet, the act of speeding does not carry the same social consequences as drunk driving. Vision Zero calls on communities to prioritize safe speeds through safe street design, automated speed enforcement (or safety cameras), and setting safe speed limits.



Centering Equity

Safe mobility is a basic right, and Vision Zero is based on the premise that *all* people have the right to move about safely. Vision Zero communities should invest in proven safety strategies with a focus on ensuring equity. This includes identifying communities or populations that are disproportionately impacted by traffic deaths and serious injuries, and prioritizing roadway safety investments in these areas. It also means that *if* police are involved in Vision Zero, the community should make a public commitment to fair and equitable enforcement and ensure transparency and accountability on this commitment.



Engaging Communities

When it comes to experience and knowledge of how a neighborhood works, no one knows better than the people who live there. Assessing which needs are greatest requires complementing a data-driven approach with robust community engagement. The Vision Zero Network recommends working with and supporting community based organizations who have established trust and relationships with residents.

Find out more about Vision Zero and the nonprofit advocacy work of the Vision Zero Network at www.visionzeronetwork.org.

MOVING FROM VISION TO ACTION:

Fundamental Principles,
Policies & Practices to
Advance Vision Zero
in the U.S.

February 2017

**In sharing this document,
we honor the tens of thousands of lives
lost and millions more impacted by
traffic crashes each year in this nation.**

**We aim to ensure that Vision
Zero efforts entail not only bold
proclamations and marketing
campaigns but, more importantly,
lasting changes that save lives and
ensure safe mobility for all.**

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BUILDING SUCCESSFUL VISION ZERO INITIATIVES



EXECUTIVE SUMMARY

Vision Zero was a phrase that most people working on traffic safety or related public policy issues had never even heard of. That's not the case anymore

Mayors, police chiefs, transportation professionals and community leaders in more than 20 U.S. cities have set Vision Zero goals of eliminating traffic fatalities and severe injuries within their communities.

Under the mantle of Vision Zero, they are bringing together a wide range of local leaders — including policymakers, community members and professionals in the realms of transportation, public health and law enforcement — to set and shape a shared goal to keep all people safe as they move about their communities.

Today, these leaders acknowledge that the high number of tragedies on our roadways is largely predictable and preventable. And they are stepping up to declare that “enough is enough” and to devise plans and policies for a safe future on our roadways, sidewalks and bikeways. **Just as we expect the right to safe water to drink and clean air to breathe in today's civilized society, so too should we expect the right to move about safely.**

At the state and federal levels, too, we are seeing an acknowledgement that the time has come to change our thinking and approach to traffic safety. In late 2016, we saw the U.S. federal government's bold pledge to change business as usual in its launch of the Road to Zero campaign, setting the goal of eliminating traffic fatalities nationwide within the next 30 years. And more than 40 U.S. states incorporate a Toward Zero Deaths approach into their safety work and are increasingly interested in supporting local Vision Zero efforts.

Even the media is recognizing the changing cultural norms. The Associated Press recently updated its recommended language from traffic “accidents” to “crashes,” acknowledging that these are not random calamities, but rather something we have collective and individual control over.

It is at the local level that we are seeing the boldest and most innovative approach to shifting the traffic safety paradigm in the U.S. And this leadership could not come soon enough, as 35,092 people were killed in 2015 on the roadways, ending a 5-decade trend of declining fatalities with a 7.2% increase in traffic deaths from 2014.

With an average of 90 people dying each day in traffic in the U.S. – more than via gun violence -- we are in the midst of a public health crisis that demands greater attention from policymakers, professionals, and the public at all levels.

TRANSLATING VISION TO ACTION

The dramatic growth in Vision Zero commitments in communities across the nation, as well as stepped up interest at the state and federal levels, is encouraging. But now we need to ensure that the fast-growing, shared vision translates to action and results.

A true Vision Zero commitment is not a sign-on letter nor a slogan.

It is a fundamental shift in philosophy and approach to traffic safety. It is acknowledging that business as usual is not enough and that systemic changes are needed in our traffic safety work to make meaningful progress. This will not be easy, but it will be worthwhile.

At best, Vision Zero has the potential to galvanize a thorough and lasting shift in how we design and use our transportation systems to prioritize the preservation and quality of human life. At worst, Vision Zero runs the risk of becoming a short-lived trend or watered-down slogan that provides only lip service toward real, life-saving change. There is peril in well-meaning leaders adopting symbolic resolutions that fail to acknowledge and incorporate the significant systemic changes necessary to shift the paradigm of traffic safety.

We recognize that it is appealing to support Vision Zero in principle; it is far more difficult to take the bold steps necessary to implement it meaningfully and effectively.

This document was developed to assist policymakers, community members, and professionals, particularly in the realms of transportation, law enforcement, and public health to develop, implement, measure, and communicate clear, meaningful expectations for Vision Zero.

While we can study and draw inspiration from successes in countries such as Sweden in dramatically reducing traffic fatalities, the U.S. cannot simply copy and paste a Vision Zero template from abroad. Instead, we can and are defining a uniquely American version of Vision Zero that fits our cultural, legal, political, and historical contexts. While we adapt this powerful idea to U.S. communities, it is critical that our efforts embrace the fundamental principles of Vision Zero and take the challenge seriously of ensuring safe mobility for all.



WHAT IS VISION ZERO?

Started in Sweden in the late 1990s, Vision Zero is a traffic safety policy that takes an ethical approach toward achieving safety for all road users, setting the goal of zero traffic fatalities or severe injuries.

Vision Zero differs from the traditional roadway safety paradigm in several key ways. First, it holds that traffic deaths and severe injuries are preventable and focuses attention on the shortcomings of the transportation system itself, including the built environment, policies, and technologies that influence behavior.

Second, Vision Zero acknowledges that people *will* make mistakes, so collisions *will* happen. Given this reality, the focus is not on avoiding all crashes, but rather on lowering the likelihood of crashes resulting in severe injuries.

And unlike the traditional approach to traffic safety, where the greatest level of responsibility has been placed on individual road users, Vision Zero sets the highest level of responsibility on the system designers – transportation planners and engineers, policymakers, police, etc. Then, the concept holds that individuals have the responsibility to abide by the systems, laws, and policies set by the system designers. If safety problems persist, then the responsibility comes back to the system designers to take further measures to ensure safety. This is a paradigm shift in approaching roadway safety as a systemic issue.

Through its commitment to Vision Zero, Sweden has halved its traffic deaths nationally and is, today, one of the safest places in the country to move about.

PURPOSE OF THIS DOCUMENT

OUR DESIRED OUTCOME IS A SHARED UNDERSTANDING OF AND A PROMISE TO UPHOLD WHAT CONSTITUTES A STRONG VISION ZERO COMMITMENT IN THE U.S.

The goal of Vision Zero is nothing short of lasting, institutionalized, systems-level change. And it is possible, as communities across the nation and world are showing.

This document is intended to support the efforts of those working to advance Vision Zero, including:

- ✓ Policymakers / Elected Officials
- ✓ Transportation Professionals
- ✓ Law Enforcement Professionals
- ✓ Public Health Professionals
- ✓ Advocates & Community Organizers

Vision Zero will not develop or look the same in every community. Given the diversity of the U.S., there will be variations on approach and on the order of strategies. Each community will need to consider and take advantage of its own opportunities and overcome its own challenges in advancing this life-saving work.

That said, there are core principles that are essential to a traffic safety approach being a Vision Zero commitment. This report aims to define these core principles and the corresponding, high-level policies and practices to implement and sustain a successful Vision Zero program.

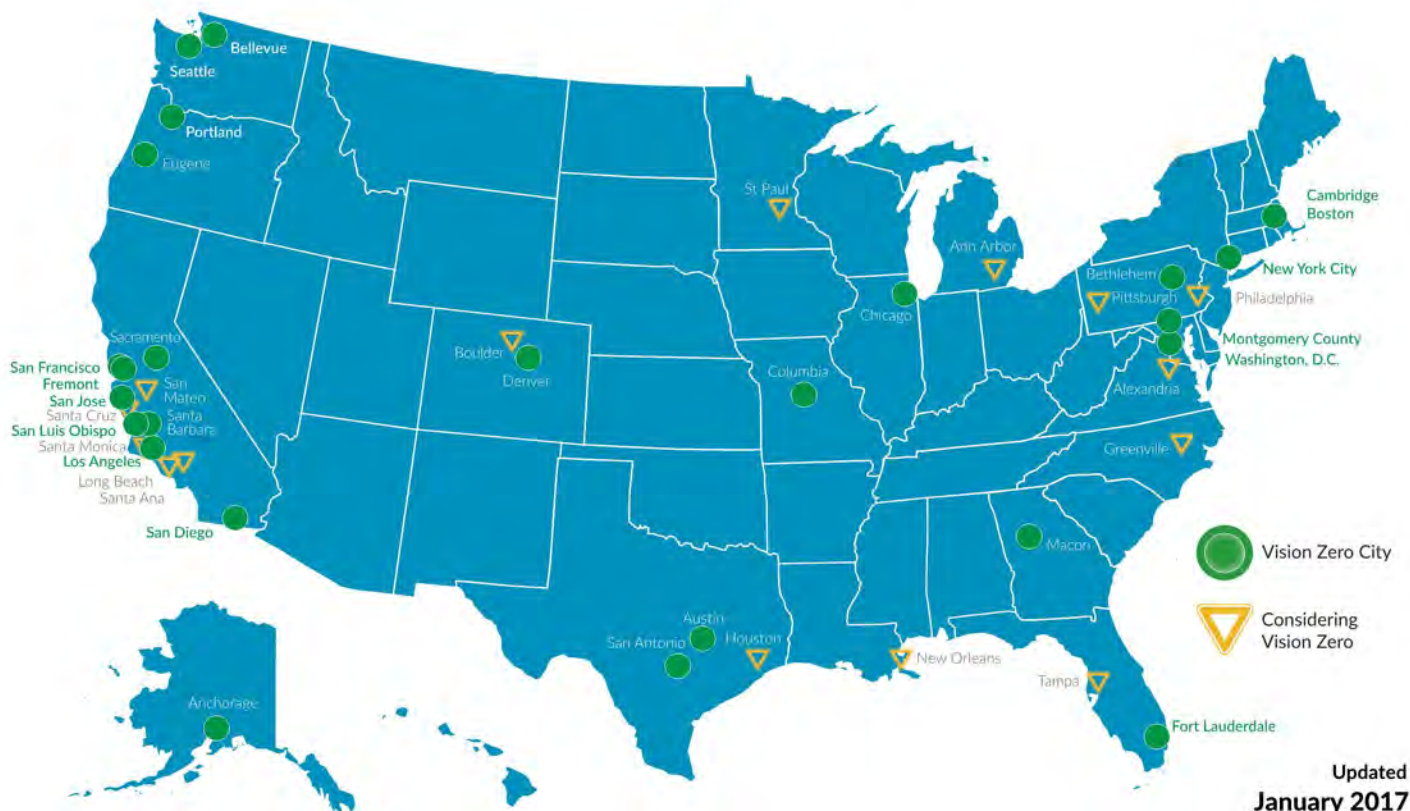
A few caveats about this report and the work of Vision Zero in the U.S.:

- **This is not a checklist or a how-to guide.** Rather, this is an overarching set of expectations for a robust Vision Zero commitment that will help communities convert enthusiasm into lasting systems-level changes in their local traffic safety efforts.
- **This document does not attempt to cover the technical aspects of promising Vision Zero strategies.** We are pleased that other partners focus on more technical components of this work and help practitioners better understand the value of various strategies, particularly from a roadway design perspective.
- **Progress will take time.** Some of these efforts may not yield visible results immediately; in fact, in some cases, they may take years to produce quantifiable improvements. This does not nullify their importance but rather speaks to the need for Vision Zero leaders to recognize, commit to, and communicate these deeper-level systems changes throughout their Vision Zero work. Stakeholders need to bring both a strong sense of urgency to their efforts, as well as a focus on sharing and measuring both face-forward and behind-the-scenes efforts as they develop longer-term investments in safety.
- **Finally, this is not intended to be a static resource.** As our understanding evolves of how best to advance Vision Zero, the practices and policies considered most promising will also evolve. We look forward to feedback and participation in this ongoing process of learning more and developing even better guidance for the growing number of U.S. communities embracing Vision Zero.

VISION ZERO CITIES

Vision Zero has spread and evolved rapidly in the U.S. since New York became the first city in the nation to commit to a Vision Zero goal in 2014, pledging to eliminate deaths and severe injuries among all road users by 2024.

As of this writing, more than 20 other U.S. cities have made legislative Vision Zero commitments and are at various stages of designing programs and policies to reach these goals, while dozens more communities are considering making such commitments.



A VISION ZERO CITY MEETS THE FOLLOWING MINIMUM STANDARDS:

1. Sets clear goal of eliminating traffic fatalities and severe injuries
2. Mayor (or top official) has publicly, officially committed to Vision Zero
3. Vision Zero plan or strategy is in place, or Mayor has committed to doing so in clear time frame
4. Key city departments (including Police, Transportation and Public Health) are engaged.

VISION ZERO EXPECTATIONS:

Fundamental Principles



FUNDAMENTAL PRINCIPLES OF A MEANINGFUL VISION ZERO COMMITMENT

These principles can and should be applied anywhere, regardless of a community's size or political structure. While certain strategies and timing will differ from place to place, these principles are core to successful Vision Zero efforts.

- 1. Traffic deaths and severe injuries are acknowledged to be preventable.**
- 2. Human life and health are prioritized within all aspects of transportation systems.**
- 3. Acknowledgement that human error is inevitable, and transportation systems should be forgiving.**
- 4. Safety work should focus on systems-level changes above influencing individual behavior.**
- 5. Speed is recognized and prioritized as the fundamental factor in crash severity.**

1. TRAFFIC DEATHS AND SEVERE INJURIES ARE ACKNOWLEDGED TO BE PREVENTABLE



Setting the goal of zero traffic deaths and serious, life-altering injuries recognizes that we have agency to influence safe conditions, systems, and behavior. As exhibited in the growing movement to replace the term traffic “accident” with “crash,” Vision Zero acknowledges that these tragedies are preventable, and the choices we make -- particularly at the policy level and related to the built environment -- have far greater impacts than we have traditionally accepted. What we have long called “accidents” are most related to policies, systems and environments that can be improved upon with collective action and political will.

Setting the shared goal of zero is bold, aspirational and reinforces that we need major shifts in thinking, planning, prioritizing and taking action. It shakes up the status quo. It also compels greater cooperation and shared responsibility among diverse stakeholders (including transportation planners, engineers, policymakers, law enforcement, emergency response teams, public health professionals, and community leaders.)

2. HUMAN LIFE AND HEALTH ARE PRIORITIZED WITHIN ALL ASPECTS OF TRANSPORTATION SYSTEMS



Vision Zero holds that traffic deaths and severe injuries are ethically unacceptable. All people deserve to be safe as they move about their communities, whether walking, bicycling, driving or taking transit, and regardless of age, race, ability, or background.

Just as a civilized society prioritizes clean air and safe drinking water for community members, Vision Zero holds that people fundamentally deserve safe transportation, and that it is government's responsibility to ensure conditions for such safety. Benefits (or perceived benefits) of speed and mobility are secondary to the primary goal of safety and health.

3. **ACKNOWLEDGEMENT THAT HUMAN ERROR IS INEVITABLE, AND TRANSPORTATION SYSTEMS SHOULD BE FORGIVING**

Vision Zero accepts that humans are fallible and will, at times, make poor choices that result in crashes. No amount of education, enforcement, or technological advancement will entirely eliminate that.

Therefore, Vision Zero builds upon the known threshold at which the human body can withstand a certain level of external violence without being severely injured or killed. Rather than trying to reverse the inevitability of human failure through education, Vision Zero holds that we should design the transportation system based on it. The responsibility for traffic safety is shared by system designers and road users. This responsibility begins with the system designers – see box.

The focus of Vision Zero is eliminating crashes that result in fatalities or severe injuries, not necessarily eliminating every crash occurrence. This focus will help prioritize strategies and resources.



VISION ZERO LAYS OUT THE FOLLOWING TIERED LEVELS OF RESPONSIBILITY:

FIRST, THE DESIGNERS OF THE SYSTEM ARE RESPONSIBLE for the design, operation and use of the transportation system.

SECOND, ROAD USERS ARE RESPONSIBLE for following the rules of the transportation system.

FINALLY, when some road users inevitably fail to follow the rules due to lack of knowledge, discipline, ability, or understanding of the system, **DESIGNERS MUST TAKE NECESSARY STEPS** to ensure that the resulting crashes do not result in people being killed or seriously injured.

4. SAFETY WORK SHOULD FOCUS ON SYSTEMS-LEVEL CHANGES ABOVE INFLUENCING INDIVIDUAL BEHAVIOR

Vision Zero calls for a shift in attention from the traditional, primarily educational approach aimed at influencing individual behavior to an “upstream” approach that shapes policies, systems and the built environment -- key factors that most affect people’s behavioral choices.

This does not mean that individuals are not responsible for their own behavior, nor that efforts to influence individuals directly are not worthwhile. Instead, it shifts the focus to higher-level systems and policies and those who control them because this has greater impact than trying to influence billions of individual choices.

Policies and designs should encourage the desired behaviors by making them intuitive, rational, and easy to follow.

This more holistic, integrated approach, adapted from public health frameworks, differentiates Vision Zero from the traditional transportation safety approach.

THE SPECTRUM OF PREVENTION



Content: The Prevention Institute

The Spectrum of Prevention is a framework that promotes a multifaceted range of activities for effective prevention. It was originally developed by Larry Cohen, a leading advocate of public health, social justice and prevention and founder of the Prevention Institute. This framework has been used nationally in prevention initiatives. The Spectrum identifies multiple levels of intervention and helps people move beyond the perception that prevention is merely education.

5. SPEED IS RECOGNIZED AND PRIORITIZED AS THE FUNDAMENTAL FACTOR IN CRASH SEVERITY

THE TRANSPORTATION SYSTEM SHOULD BE DESIGNED FOR SPEEDS THAT PROTECT HUMAN LIFE.



Vision Zero starts with the basic premise that the level of severity of a traffic injury is directly related to the force of the crash and the resulting impact on the human body.

Insisting on travel speeds that are appropriate to the context and designed to be safe, first and foremost, is not only an effective strategy, but a critical foundation of Vision Zero.

A Vision Zero approach holds that speeds must be limited by a combination of policy, technology, culture and design to a level commensurate with the inherent safety of the road system.

THIS RESTS PRIMARILY ON THREE THINGS:

- 1. How a roadway is designed to encourage (or discourage) certain levels of speed**
- 2. What speed limit is legally set**
- 3. How that speed limit is communicated and enforced**

VISION ZERO EXPECTATIONS:

Fundamental Policies & Practices



VISION ZERO EFFORTS SHOULD PRIORITIZE THE FOLLOWING POLICIES AND PRACTICES:

- 1. Build and sustain leadership, collaboration and accountability.**
- 2. Collect, analyze and use data.**
- 3. Prioritize equity and engagement.**
- 4. Lead with roadway design that prioritizes safety.**
- 5. Manage speed to safe levels.**
- 6. Maximize technology advances, but don't overlook low-tech solutions.**

1. **BUILD AND SUSTAIN LEADERSHIP, COLLABORATION AND ACCOUNTABILITY**

An urgent, clear, and sustained public commitment of support for Vision Zero should come from the highest-ranking public officials in a community, usually the Mayor and City Council. Sending a clear signal of priority from City Hall is a critical first step toward aligning the multiple internal city agencies that are in integrally involved in leading Vision Zero efforts.

Creating a permanent, high-level home for the city's Vision Zero effort within the city bureaucracy is another key move. Institutionalizing the work and building an expectation for accountability from all of the agencies involved is necessary for success.

Cross-sector, large-scale collaboration and the inclusion of public health, law enforcement, policy makers, elected officials, and community members in traffic safety work is one of the things that makes Vision Zero powerful. Even though sometimes administratively challenging, this cross-sectoral collaboration -- including using consistent data, setting shared goals, and defining clear responsibilities for all partners -- is key in advancing Vision Zero.

There should be clear interim goals that are measureable on the road to zero, which all stakeholders commit to together; this forces people to move out of silos and create shared responsibility and investment in outcomes.



One way to encourage this is through regular internal stakeholders meetings that are driven by data and clear goals. Committing to regular, public reports to governing bodies on progress and learnings is also critical to establish trust and accountability: This includes not only the full City Council and the expected transportation leaders within city government, but also the Police Commission, Public Health Commission and other relevant bodies with their own leadership structures. Requiring public reporting -- at least quarterly -- will help keep Vision Zero prominent on decision makers' agendas, as well as increase transparency with the public.

In addition, an executive or legislative body can help foster a culture of innovation around Vision Zero by empowering staff to bring new ideas forward and supporting their implementation, even knowing some may ultimately fail. Pilot and demonstration projects are powerful ways to transform streets rapidly and inexpensively, and are great opportunities to collect data, engage the community, and re-frame the traffic safety conversation. Being open to collaboration and learning from the experience of other cities, both at home and abroad, is another trait of strong Vision Zero leadership. The problems of traffic safety are not unique to each city -- neither are the solutions.



Developing Collaborative Leadership & Accountability

Strong, shared leadership encompasses not only public-facing displays of support from City Hall, but also empowering internal champions and fostering a shared ownership of Vision Zero goals across agencies.

Some examples include the following:

San Francisco's Police Department (SFPD) updates its Commission on Vision Zero progress on a quarterly basis. These updates are part of public hearings, so this also serves as a chance to inform the public. The Police Chief reports to the Commission on the specific Vision Zero goal of focusing traffic enforcement efforts on the most dangerous behaviors on the roadways, such as speeding and violating pedestrians' right of way.

The SFPD has set a measureable goal of "Focus on the Five," with at least 50% of its traffic enforcement efforts focused on the top five most dangerous traffic behaviors, rather than lower-level infractions (such as expired tags or broken tail lights) that are not benefitting safety efforts as well. This helps engage law enforcement officers and their high-level leadership directly in Vision Zero efforts and hold them accountable in a transparent way for the public and other interested stakeholders.

Many Vision Zero cities, such as Austin, TX and Washington, D.C., have created Action Plans laying out specific strategies and identifying which agency is responsible for "owning" that strategy. This is a smart way to engage stakeholders clearly and to elevate accountability and transparency. In cases where multiple agencies are involved, which



D.C. agency leaders collaborated on the Vision Zero Action Plan.
Photo credit: Jonathan Rogers, District Dept of Transportation



An interagency and interdepartmental task force oversees implementation of the Austin Vision Zero Action Plan.
Photo credit: City of Austin

is common and encouraged, there should still be a single agency identified as primarily responsible for the action. Over time, these cities should track progress and publicly share updates with partners and the public.

Los Angeles leveraged its collaborative approach into a budget win for safety. Multiple departments, including Transportation, Public Works & Police, submitted a coordinated Vision Zero budget request in 2015. This joint proposal highlighted the shared commitment to Vision Zero and was favorably reviewed by the city's budget committee, resulting in more funding being available for L.A.'s early Vision Zero efforts.

Using Data to Maximize Decision-Making

When the city of Los Angeles adopted a Vision Zero resolution and dug into its data on traffic fatalities, it found that 65% of fatal crashes involving people walking occur on just 6% of city streets. This knowledge greatly informed a strategy for where to invest limited resources.

Similarly, the city of San Francisco's analysis highlighted that people walking and bicycling are over-represented in traffic fatalities and severe injuries (as is true in many cities), leading to efforts to focus more attention on improving safety for those road users, in particular. This included a successful local bond measure raising \$500 million in new funds for more roadway design improvements aimed at safety for those walking and bicycling.

And, greater understanding of what's happening where with greater granularity is also influencing the types of safety improvements made. A recent NYC Vision Zero analysis highlighted the locations where left-turning movements are most likely to cause serious harm, giving the NYC Dept. of Transportation the information they needed to take a data-forward approach to proactively address potential future problematic areas.

Elevating the usage of solid data in traffic safety decisionmaking recognizes that resources are (and will always be) finite, so prioritizing based on where attention will have the greatest impact goes a long way.

Making safety commitments based on data-proven needs also helped L.A. pass a sales tax measure in 2016 bringing in an estimated \$860 million/year for transportation improvements countywide.



2. COLLECT, ANALYZE AND USE DATA

Being data-driven is an essential part of the safe systems approach of Vision Zero. This starts with collecting solid transportation safety data that reflects the basic factors in serious crashes: What happened? When? Where? Why? Involving whom?

Police are often relied on as a primary source of crash data, but they may face resource and training limitations that result in incorrect or under-reporting. No single agency should be counted on to provide traffic safety data – it requires a coordinated effort. One promising strategy currently being developed in San Francisco is combining data from hospitals and police.

Data should be used at all stages of Vision Zero strategizing to prioritize scarce funding and staffing resources and programmatic efforts. Understanding which locations and which behaviors lead to the most serious injury crashes is critical. Of course, this information should be balanced with local knowledge about certain areas or behaviors for which collisions go under-reported, and analysis should be adjusted for this.

Another promising, emerging strategy in this field is to use data to conduct predictive modeling, moving beyond simply reacting to past problems. This method proactively prioritizes safety interventions by analyzing locations with repeated problems and observing the characteristics of those crashes and sites, then applying that to sites throughout the city, even where serious crashes may not have happened yet.

Collecting, analyzing and using the right data will require a high level of coordination between different city agencies and partners. Data should impact not only initial priorities and resource decisions, but also the ongoing evolution and reporting of a Vision Zero program. How do we know if we're successful? What works best? How do various strategies rank? A Vision Zero effort will not be static, and its development will depend on using data to gauge impact over time.

3. **PRIORITIZE EQUITY AND ENGAGEMENT**

The Vision Zero approach to traffic safety presents both opportunities and challenges to the goal of advancing equity in our transportation systems.

Data analysis and public input should help clarify which community members and locations are being most severely impacted by unsafe traffic conditions. In many cities in the U.S., we see that some communities are systemically underserved by our current transportation systems and policies. This is particularly true for low-income people, people of color, children, senior citizens, people with disabilities, and people walking and bicycling – all of whom are impacted by traffic crashes at disproportionately high rates. At its best, Vision Zero's data-driven, systems-based approach can bring increased and overdue resources, action and political will to communities that have been neglected.

At the same time, Vision Zero can pose additional problems to a more equitable public realm. The same emphasis on a data-driven approach may seem to justify focusing traffic enforcement in certain neighborhoods that experience high levels of traffic crashes. These are often the same neighborhoods and involve the same communities experiencing the greatest tensions with police.

So, while our goal in Vision Zero is to increase safety from a transportation perspective, we run the risk of promoting over-policing with harmful impacts and contributing to the disintegration of trust between police and the communities they serve.



Strategies to better integrate equity into traffic enforcement could include community policing; an end to the “broken windows” approach; additional officer training; use of automated enforcement over officer-initiated enforcement; greater transparency of law enforcement’s traffic stop data; diversion programs that focus more on education than punishment; and graduated/tiered fines for traffic violations, so that low-income people are not disproportionately burdened.

One way city leaders and advocates can sustain this long-overdue attention is to regularly include equity considerations on Vision Zero meeting agendas – not only in reaction to problems or criticism, but systematically and proactively, so that the topic is fully integrated into ongoing Vision Zero efforts advancing equity in transportation systems and all stakeholders are seeing equity as their responsibility.

City leaders must invite and encourage meaningful community dialogue about Vision Zero efforts, particularly from communities most affected, recognizing that these are also often the people without adequate time, resources, experience, or political access to advocate for these issues.

Considering and prioritizing equity early in the Vision Zero planning process and seeking the input of diverse voices, particularly those in the communities most severely impacted yet not traditionally influential in the traffic safety conversation, can help build a stronger, more inclusive effort.



Portland, OR: Ensuring equitable enforcement of Vision Zero

Ensuring that Vision efforts result in equitable outcomes is one of the most important challenges communities face. While equity is a complex topic that is affected by nearly every aspect of governance, applying serious thought to equity in the early stages of Vision Zero planning and implementation is especially important. This means accounting for equity in the high-level goals, principles and priority-setting of Vision Zero plans.

Portland, Oregon offers an example of addressing equity clearly and simply at the top level in the Vision Statement and Guiding Principles from its Action Plan:

- “
- The plan will be equitable. It will address the disproportionate burden of traffic fatalities and serious injuries on communities of concern, including people of color, low-income households, older adults and youth, people with disabilities, people with limited English proficiency, and households with limited vehicle access.
 - It will prioritize filling gaps in infrastructure where those gaps contribute to fatalities and serious injuries, or limit the transportation options of communities of concern.
- ”
- It will not result in racial profiling.

Equitable Vision Zero outcomes depend on more than serious acknowledgement in planning documents, of course. Follow-through is critical. Cities are finding that building trust through robust community engagement around Vision Zero is a vital strategy, particularly for communities who are not normally involved in traditional process. The cities of Los Angeles and Washington DC have set strong examples for new models of outreach and community partnerships that focus on underrepresented communities affected by Vision Zero plans.

People Killed While Walking by Income



Governing, August 2014

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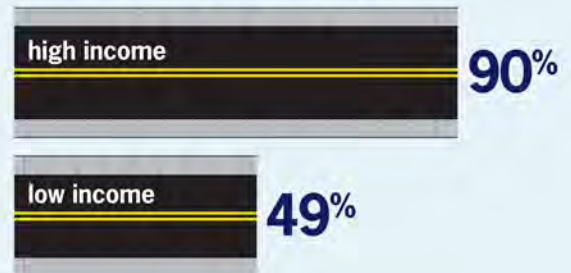
People Killed While Walking



Governing, August 2014

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Communities with Sidewalks



Bridging the Gap, Income Disparities in Street Features that Encourage Walking, 2012

© 2015 Safe Routes to School National Partnership

Source: Safe Routes to School National Partnership



Read more about equity and Vision Zero at visionzeronetwork.org/resources.

4. LEAD WITH ROADWAY DESIGN THAT PRIORITIZES SAFETY



Modern traffic safety efforts have taken an approach that incorporates the fundamental “E’s” of Engineering, Education, Enforcement and Evaluation. While still useful (particularly as the E’s of Equity and Engagement are added), this framework obscures several important realities.

First, it is important to note that not all E’s are created equal. The action of physically designing (or re-designing) roadways to encourage safe behavior is paramount. This requires planning for a safe network for all modes of transportation, where design choices match intended behavior and context, and the most physically vulnerable users — people walking and biking — have contiguous, safe, and convenient infrastructure

Designers of streets must be willing to utilize all design tools available, and create new ones when necessary, to prioritize protection of human life above all else. Elected officials and other leaders must courageously support designs that prioritize safety, even when resistance arises due to non-safety concerns. Where physical separation is not possible between automobiles and vulnerable road users, such as people walking and bicycling, the speed differential should be lowered to such a degree that serious injuries are not likely from crashes.

Also, we must give greater acknowledgement to the power and potential of both speed management and to smart technology choices to advance safety.

SAFE TRAVEL FOR ALL

SAFE STREETS

SAFE SPEEDS

SAFE VEHICLES

SAFE PEOPLE

5. MANAGE SPEED TO SAFE LEVELS

Managing dangerous travel speeds is not just an effective strategy but is a critical tenet of Vision Zero. Given the vulnerability of the human body, it is the force of a crash -- related to speed and weight -- that most determines the severity. Someone walking who is hit by a car moving at 20 mph has a 90% chance of survival, while that person only has closer to a 10% chance of survival if hit by a car moving at 40 mph.

If a community is serious about Vision Zero, active management of speeds should be a top engineering, policy, and legislative priority. There are three major ways to do this:

First, designing self-enforcing roadways that physically encourage safe speeds through traffic calming and geometric design (examples include narrower travel lanes, roundabouts, and speed humps). The physical design of a roadway is the first and most impactful way to encourage speeds at safe levels.

Second, setting and communicating safe speed limits. In a complicated, multi-modal environment, this means setting default speed limits at levels where severe injuries are unlikely when a car collides with a pedestrian - ideally 20 mph or less. This may require a change to some of the most established traffic engineering practices, such as setting speed limits at the 85th percentile of car movements, as well as legislative action. The time is long overdue to change outdated, detrimental policies such as this.

And third, enforce safe speed limits. Automated speed enforcement is a well-tested and proven strategy to encourage safe speeds. Cities such as Washington D.C., Chicago, NYC and many others across the world have effectively discouraged speeding via the use of safety cameras. A particularly timely benefit is that this technology can lessen the degree of police officer discretion required in making traffic stops, important at a time when concerns about equitable law enforcement is at a particularly high and troubling level. *(continued on next page)*

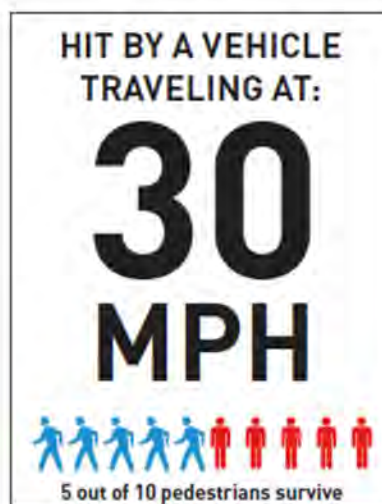
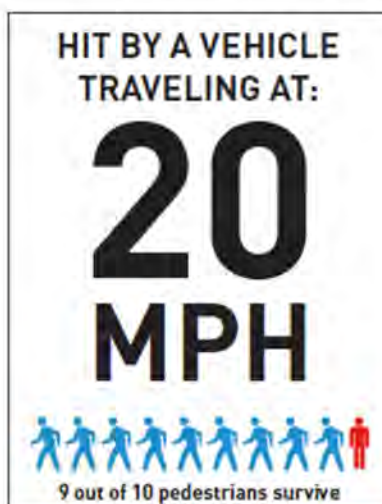


Image: Seattle Department of Transportation

There are important considerations in utilizing automated speed enforcement technology, mostly around privacy and equity (for instance, fines present a disproportionate impact on low-income populations). These are valid concerns and can and should be addressed in any safety camera program, but the value of automated enforcement in protecting lives is high enough that it should be integrated into Vision Zero strategies.

Simply put, communities will not significantly advance their Vision Zero goals if they do not directly and assertively manage speeds on their roadways. Vision Zero work that ignores speed management is merely playing in the margins of effectiveness.

It is understandable that major changes in speed management programs (such as lowering default speed limits and passing legislation to allow safety cameras) may not be the first public action a Vision Zero community undertakes upon its commitment. Building buy-in and iterative steps may come first. However, speed management must be part of the process. This may entail building a strong coalition and strategy to win state approval to utilize automated speed enforcement technology, or it may mean starting with lowering speed limits to 20 mph in school zones, near senior centers, etc., while building the case for a broader lowering of speed limits citywide.

Above all, it is essential that roadway designers be given a clear mandate and support from high-level leadership to prioritize safe speeds in their work.

RELEVANT EXAMPLES

Legislating Safe Speeds

Think a change in a relatively small number of miles per hour does not make a big difference in safety? Think again.



At 35 mph, a driver needs 100 more feet to react and stop in response to an unexpected event compared to 25 mph. And faster vehicles are deadlier – someone walking who is struck by a vehicle travelling at 30 mph is twice as likely to be killed as someone struck by a vehicle moving at 25 mph.

While there's no silver bullet to traffic safety, one message is undeniable: Speed kills. And more leaders are taking the initiative to manage speed, including lowering speed limits and using technology to encourage safe speeds.

Seattle, Washington and the State of Massachusetts passed laws in 2016 allowing lower speed limits as part of their Vision Zero efforts. And the City Council in Austin, Texas voted in late 2016 to lower its default speed limits from 30 mph to 25 mph on residential streets. But, Austin and most other cities considering such changes need approval from the state legislature to make this desire for safety a reality.

Engaging support for Vision Zero at the state level will be a major push for many of our communities in the coming years, but one well worth the effort. A 2016 study by the independent, nonprofit Insurance Institute for Highway Safety (IIHS) found that the effect of speed limit increases over the past two decades (1993 to

2013) have cost 33,000 lives in the U.S. As IIHS stated: "If Vision Zero is the destination, higher speeds are slowing us down."

We know that lowering speed limits and changing signage alone will not solve the problem, but these important steps are part of the solution, along with prioritizing context-sensitive roadway designs that encourage lower travel speeds, as well as using automated speed enforcement technologies.

Strategic deployment of automated speed enforcement (ASE) on high-injury locations has proven to be effective in influencing driver behavior in many cities, including the following:

In Chicago, within the first year of ASE, the number of speeding events recorded by each camera reduced by an average of 43%;

Washington D.C. had a reduction in drivers speeding more than 10 mph over the speed limit from 1 in 3 to 1 in 40 – and reported a 70% reduction in fatalities;

Since Seattle's fixed camera program inception in December 2012 to December 2014, the average number of traffic violations decreased by 64%;

New York City's speed camera program has had a positive influence on behavior. In 2013, NYC won the authority from the State Legislature to use speed cameras to deter speeding during school hours in a small share of the city's school zones. The program has proven effective at deterring speeding – the number of violations issued at a typical speed camera location declined by over 50%. However, 85% of the fatal and severe injury crashes which occur in NYC do not occur in school zones, during school hours. The City is now pursuing efforts to expand their present authority and use the program during the most dangerous places and hours of the day.

6.

MAXIMIZE TECHNOLOGY ADVANCES BUT DON'T OVERLOOK LOW-TECH SOLUTIONS

Undoubtedly, various technology advances have greatly benefitted safety on our streets, and the pace of technology promises even more improvements.

Innovations in automated and augmented vehicles are rolling onto the market and are expected to have major impacts over the next generation. These will have an enormous impact on how communities plan for infrastructure and safety. Autonomous and connected vehicles offer promising tools to reduce the role of human error in crashes. However, even under the best of circumstances, it's going to be several decades before the vehicles are ubiquitous, and many questions remain about how they will interact with people walking and bicycling. While much of the oversight and policy-setting will likely come from the state and federal levels, local policymakers should also voice their commitment to safety first in all such technical innovations. Non-motorists have benefited least from the past few decades of safety technology advances, and must be better prioritized if we are serious about Vision Zero.

And, in the rush to embrace new technology, we should not overlook lower-technology solutions. For instance, large vehicles — utility trucks, buses, and freight/logistics vehicles — are disproportionately responsible for traffic fatalities, particularly involving vulnerable users in multi-modal, urban areas. Treatments like side guards, cameras and mirrors on large vehicles and trucks, especially in urban areas, can reduce the consequences of crashes and are standard equipment in many parts of the world.



RELEVANT EXAMPLES

Inexpensive fleet technology improvements save lives

Discussions of technology and Vision Zero can quickly jump to autonomous vehicles, intelligent signaling systems, and other promising but high-cost and slower-to-implement improvements.

Encouragingly, cities are finding relatively easy safety wins with low-cost, easy-to-implement technologies too. This includes retrofitting existing vehicle fleets. In urban areas, large vehicles represent a small portion of total traffic but are disproportionately involved in fatal crashes, particularly when people on foot and on bikes are involved.

To help counteract some of the inherent dangers of large vehicles, cities including Boston, New York City and Seattle have established procurement procedures and policies that encourage systematically bringing municipal and contract fleets up to a higher standard of safety with driver trainings, side guards, and blind spot mirrors and cameras. These are relatively inexpensive, non-controversial and near-term improvements that are proven to save lives.

 **Read more about technology and Vision Zero at visionzeronetwork.org/resources**



CONCLUSION & ACKNOWLEDGEMENTS

Vision Zero work will be neither simple nor quick.

It will require new levels of political will, community engagement, cross-sectoral collaboration, data analysis and (sometimes painfully honest) assessments of what works and what does not, as well as an openness to change.

But ask whether this work will be worthwhile to any of the loved ones of the estimated 35,000 people lost to traffic violence last year in the U.S. The answer is undeniable. We can and must do better to protect those on our roadways, sidewalks and bikeways.

This will take far more than a commitment, verbally or symbolically, to Vision Zero. We must acknowledge the risk of this powerful, life-saving concept being minimized to a catchy slogan or political promise without a clear pledge to appropriate action.

We hope this document serves as a resource to understand, share, and move forth the principles, policies and practices of a meaningful Vision Zero goal.

SPECIAL THANKS TO THE FOLLOWING INDIVIDUALS WHO REVIEWED THIS RESOURCE AND SHARED VALUABLE INPUT:

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And we thank all of the pioneers in all of the Vision Zero communities around the world who are leading the way and sharing their work to ensure safe mobility for all.

ABOUT THE VISION ZERO NETWORK

The Vision Zero Network is a nonprofit project committed to advancing Vision Zero in the U.S. We are proud to support the life-saving efforts of the dedicated policymakers, implementers, and community leaders on the ground who are working toward safe mobility for all.

In addition to providing resources such as this, we also research and share case studies elevating promising strategies toward Vision Zero; facilitate peer exchange of ideas and efforts between communities; and work to a deeper understanding of and full commitment to Vision Zero across the nation.

This report's primary authors are Leah Shahum and Zach Vanderkooy, of the Vision Zero Network. Its designer is Rachel Krause of Banjo Creative.

Find out more about our work, as well as access to Vision Zero resources, at visionzeronetwork.org.

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VISION4ERONETWORK

WWW.VISIONZERONETWORK.ORG

Vision, Strategies, Action: **Guidelines for an Effective** **Vision Zero Action Plan**

December 2017

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WE THANK LivableStreets Alliance and the Massachusetts Vision Zero Coalition for their partnership in writing this report.

Primary authors include Kathleen Ferrier and Leah Shahum of Vision Zero Network and Louisa Gag and Stacy Thompson of LivableStreets Alliance.

Graphic design by Rachel Krause of Banjo Creative.



The LivableStreets logo features the word "LivableStreets" in a bold, sans-serif font. Above the text is a solid orange horizontal bar. Below the text is a dashed orange horizontal bar, followed by a solid orange horizontal bar.

LivableStreets

Rethinking urban transportation

MASSACHUSETTS VISION ZERO COALITION



The Vision Zero Network logo features the words "VISION ZERO" and "NETWORK" in a bold, sans-serif font. The text is composed of horizontal blue lines of varying lengths, creating a striped effect.

VISION ZERO
NETWORK

INTRODUCTION

Across the country, U.S. towns and cities are committing to Vision Zero, which, in addition to setting the goal of zero traffic deaths or severe injuries, also commits communities to a fundamental shift in how they approach traffic safety.

Once a community has committed to Vision Zero, it should create an Action Plan to clearly lay out action steps, timelines, and priorities and include broader community and stakeholder input.

At its best, Vision Zero has the potential to galvanize a thorough and lasting shift in how we design and use our transportation systems to prioritize the preservation and quality of human life. At its worst, Vision Zero runs the risk of becoming a watered-down slogan that provides only a vague attempt toward real, life-saving change.

The guidelines presented here are meant for communities that have already committed to Vision Zero, to outline key principles of the initiative, and just as importantly, to help committed communities effectively move from planning to on-the-ground implementation and institutionalization of safety priorities.

WHAT DISTINGUISHES VISION ZERO

Vision Zero is a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. In creating a Vision Zero Action Plan, stakeholders should understand, acknowledge, and discuss how Vision Zero differs from the traditional approach to traffic safety:

Any Vision Zero Action Plan must be rooted in the understanding that traffic deaths are preventable through:

- » The prioritization of proven safety strategies
- » Multi-departmental collaboration toward the shared goal of zero
- » A focus on data-driven decision-making
- » A systems-based approach

Vision Zero is not just “business as usual” with a new name; its core principles must be acknowledged and built into everyday efforts. (Read our publication *Moving from Vision to Action* to learn more on Fundamental Principles, Policies and Practices of Vision Zero.)

TRADITIONAL APPROACH

Traffic deaths are **INEVITABLE**
PERFECT human behavior
Prevent **COLLISIONS**
INDIVIDUAL responsibility
Saving lives is **EXPENSIVE**

VS

VISION ZERO

Traffic deaths are **PREVENTABLE**
Integrate **HUMAN FAILING** in approach
Prevent **FATAL AND SEVERE CRASHES**
SYSTEMS approach
Saving lives is **NOT EXPENSIVE**

HOW TO USE THIS GUIDE

A Vision Zero Action Plan should be a living document. This guide is designed to help cities who have committed to Vision Zero build an implementation plan that is concrete and action driven, while being responsive to the context and needs of the community you are serving.

This guide lays out two key components of a strong Action Plan: **Foundational Elements** and **Actionable Strategies**. These key components are underpinned by a process of continued **Community Engagement** and attention to **Equity**. Below we have defined each of these components in more detail.

All together this creates a guide that is a road map for action, as well as a tool for measuring and assessing progress towards the bottom line goal of eliminating severe injury crashes and fatalities.

FOUNDATIONAL ELEMENTS

Foundational elements are just that - foundational to the success of Vision Zero implementation. These are baseline best practices for creating any strong plan of action.

ACTIONABLE STRATEGIES

While every city and town is unique, there are certain strategies that are fundamental to achieving Vision Zero. This is especially important to ensure local actions follow the Vision Zero strategy of prioritizing safe roadway design and managing speed, amongst other strategies.

ROBUST COMMUNITY ENGAGEMENT

The process of building an Action Plan is just as important as the final product. Vision Zero is based on the concept of shared responsibility for safety, and outreach and engagement to communities – especially those who are most vulnerable on the roadways – is absolutely essential for success.

★ Recommendations to underpin the success of your Vision Zero Action Plan:

1. Create a multi-stakeholder Vision Zero Task Force that includes perspectives from representatives in public health, transportation, policy makers, police, community, and advocates, among others.

2. Conduct meaningful community outreach prior to releasing the Action Plan, in order to inform its priorities.

3. Gather input from residents, particularly those in Communities of Concern—specifically low-income communities, communities of color, seniors, children, people with disabilities, and people who rely on walking, biking, and transit as their primary means of transportation—about what they see and experience on the streets. Learn about their unique context and adapt the language and approach you are using.

EQUITY PRIORITY

Equity is not only a desired outcome of Vision Zero, it is integral to every component of Vision Zero planning and implementation. Equitable strategies such as prioritizing safety improvements in areas that have historically been underserved, and building robust engagement strategies to reach those who are most vulnerable on the roadways and who have not typically been included in traditional city planning processes are fundamental to achieving Vision Zero.

★ Recommendations to underpin the success of your Vision Zero Action Plan:

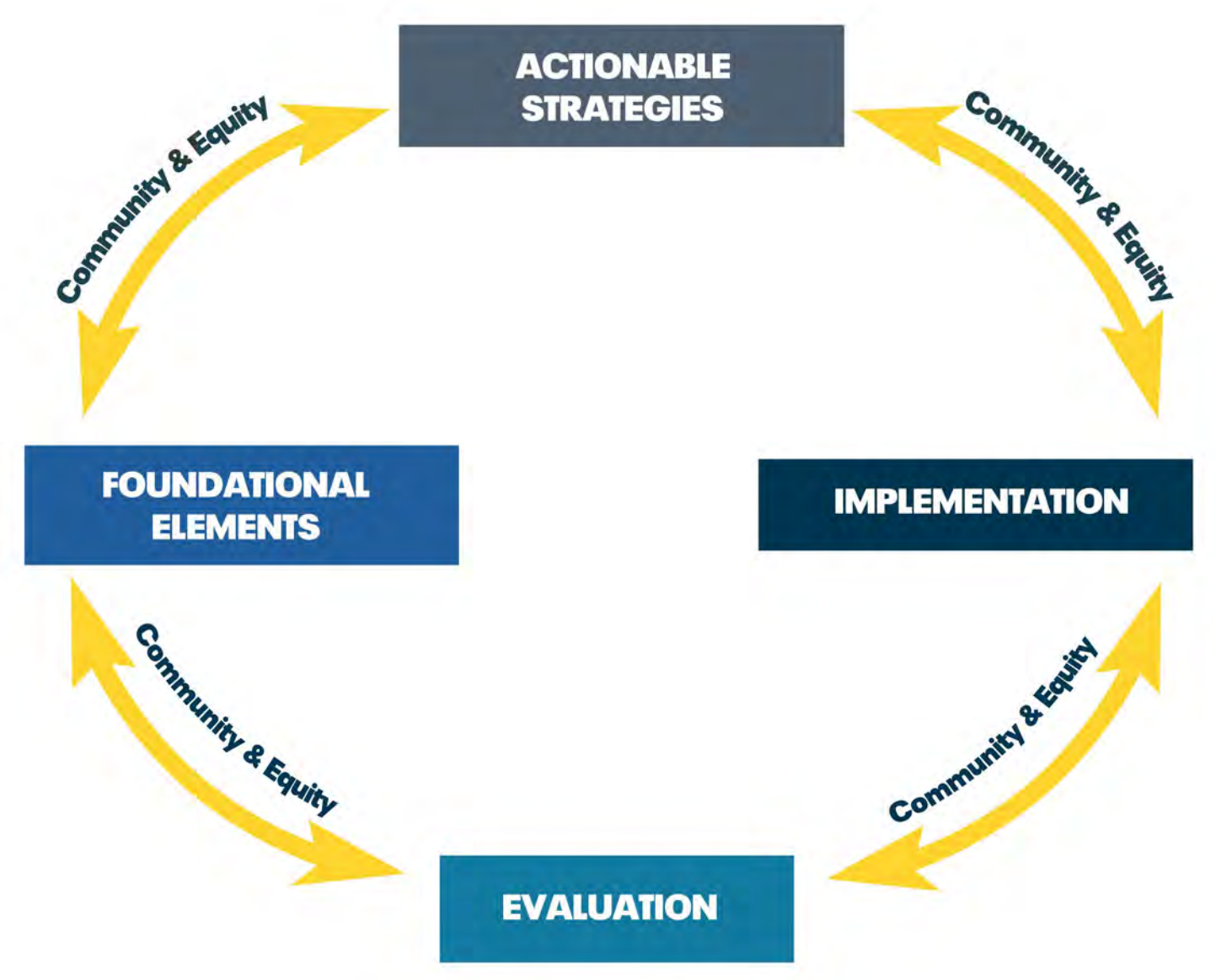
1. Prioritize outreach and street design safety efforts in Communities of Concern, which have been traditionally underserved.

2. Utilize data to determine if people of color are disproportionately being targeted by law enforcement in your community. Make a public commitment that Vision Zero efforts will not result in racial profiling and commit to report publicly on this issue to build trust with the community.

3. Provide anti-racism and cultural competency training for all staff and departments involved in Vision Zero.

Throughout this document, we have provided examples of what equitable approaches might look like as you build out the Foundational Elements and Actionable Strategies for your Action Plan. These examples should not be considered all inclusive, as we acknowledge this is an area with great room for expansion and improvement.

THE VISION ZERO APPROACH



A good action plan is a living document and includes a dynamic, iterative process to establish and implement strategies, evaluate progress, and make corrective actions as needed, all the while engaging community and prioritizing equity.

FOUNDATIONAL ELEMENTS



1. BUILD A ROBUST DATA FRAMEWORK

Vision Zero is a data-driven approach, and gathering, analyzing, utilizing, and sharing both formal data on injury crashes and community input to understand traffic safety priorities is fundamental to Vision Zero success.

We recommend that injury crash data be collected before the Action Plan is created, focusing on fatal and serious injuries, specifically.

The data should answer questions like:

- » Are injury crashes more likely to occur in certain locations? At certain times of day?
- » Are some demographics and road users over-represented in injury crashes? If so, who? Where?
- » What crash factors are prominent? (Examples include behaviors such as high speeds, left turns, or the lack of Complete Streets facilities for people walking/bicycling.)

It is also important to consider who is involved in collecting and putting forward the data. A burgeoning best practice includes supplementing traditional injury crash data collected by police, with hospital data. This has been shown to better represent certain populations, such as low-income and communities of color, and those walking and bicycling. Including public health department professionals, policy makers, and other stakeholders in the data collection and assessment process, along with those in the transportation and police departments, can help ensure a more complete and comprehensive understanding of the data.

Ultimately, analysis of Vision Zero data should lead to the development of a High Injury Network that geographically identifies locations where investments in safety are most urgent, which in turn will drive your implementation strategy. Given that

all communities have limited resources, this data-driven approach will help allocate resources to those locations that need them most.

Q EQUITY LENS

While data is important, it also needs context and usually does not tell the full story on its own. For example, communities that have been systematically marginalized may be less likely to report traffic crashes. Additionally, some locations feel so dangerous and unwelcoming that people avoid walking or biking there, which means they are not elevated as problem spots with high injuries, but still may deserve attention. Depending on data alone will leave gaps in your strategy and may compound inequities in already underserved communities. To gather an accurate picture, a successful and equitable data-driven approach will require both collecting data as well as a robust community engagement process that prioritizes outreach in Communities of Concern.

RELEVANT EXAMPLE

PORTLAND'S VISION ZERO PROGRAM

overlays the city's High Injury Network with its Communities of Concern as shown in the image below. Cities including Denver, Los Angeles, Chicago, and San Francisco use a similar methodology.





2. SET MEASURABLE GOALS WITH A CLEAR TIMELINE FOR IMPLEMENTATION

Clear, measurable short-term and mid-term goals, combined with timelines and ownership from responsible government agencies, will create a framework that is easier to evaluate and fund, and will build buy-in, accountability, and transparency throughout the implementation process.

We recommend identifying your “reach zero year” as a baseline. Many cities are using a 10 year time frame as their baseline. Your Action Plan should then include near term (2-3 year) goals along with interim goals and measures of progress (5-8 year time horizon). This will ensure that your Action Plan is more than just a 1-2 year list of priorities, but truly a long-term strategy.

Each goal identified in your Action Plan should be measurable and provide answers to the following questions:

- » What does success look like? What are the measures of success?
- » Who is primarily responsible for achieving this goal and in what timeframe?
- » What are the conditions and limitations for success? (For example, are more staff and/or funding needed in certain areas to succeed? If so, be clear about that need.)

Q EQUITY LENS

There is overwhelming evidence that communities of color are disproportionately impacted by traffic crashes. When setting goals for Vision Zero, it is important to both acknowledge these disparities, as well as set specific goals designed to close this gap, in addition to reducing the overall number of serious crashes.

RELEVANT EXAMPLE

EACH OF THE STRATEGIES LISTED IN PHILADELPHIA'S VISION ZERO ACTION PLAN

includes the Lead Agency and a timeline for implementation. The timeline distinguishes between short-term (1 to 3 years) and long-term goals.

2) Establish plans and processes to internalize Vision Zero principles within department operations

ACTION ITEM	DESCRIPTION	LEAD AGENCY	VISION ZERO YEAR
2.1	Integrate Vision Zero into the City of Philadelphia's Development Services Program Checklist to ensure that streets are being designed for the most vulnerable roadway users	P&D	1
2.2	Continue the routine Philadelphia Streets resurfacing program and include pedestrian/ bicycle infrastructure and loading zones as part of resurfacing projects, as informed by a multimodal improvement prioritization program	Streets	1+
2.3	Continue to expand the ongoing sidewalk inventory efforts to identify and prioritize improvements for City-owned and private sidewalks	oTIS/ P&D/ Streets	1+
2.4	Integrate Vision Zero into the City of Philadelphia's Development Services Program Checklist to ensure that streets are being designed for the most vulnerable roadway users. Update the Philadelphia Pedestrian and Bicycle Master Plan and include the following elements: <ul style="list-style-type: none"> Address line of sight issues; Define protected bike lanes and protected intersections; Standardized speed limit reduction by roadway type; Other innovative roadway treatments in conjunctions as they are developed and evaluated 	oTIS/ P&D/ Streets	1-2
2.5	Conduct a study to identify best practices in peer cities for sidewalk repair and enforcement programs in construction zones, as well as recommendations for Philadelphia	oTIS	2
2.6	Update the Philadelphia Pedestrian and Bicycle Master Plan and include the following elements: <ul style="list-style-type: none"> A pedestrian and bicycle safety action plan; Gaps analysis and prioritization study for sidewalk and bikeway network gaps 	oTIS/ P&D	2-3
2.7	Develop comprehensive Access Management Policy and Right-Of-Way Standards that take into account driveway placement (among other potential safety hazards)	Streets	2-3
2.8	Develop pick-up and drop-off safety training for School District schools	oTIS/ Streets	3
2.9	Create database of streets and intersections with line of sight issues	Streets	L/T



3. BE ACCOUNTABLE

Vision Zero is rooted in the shared responsibility among system designers and policymakers to design and operate safe systems for transportation. Clear ownership of Action Plan strategies is important to achieving success and long-term institutionalization of Vision Zero principles and outcomes.

Each Action Plan strategy should identify the lead agency responsible, along with supporting/partner agencies, and budget needs.

Being clear about the budget implications for each strategy will help ensure the sustainability of your Vision Zero work and identify the need for additional resources early on. This will also help to foster more cross-departmental collaboration and community partnerships to help fill those resource gaps.

Questions you should answer for each strategy:

» Is the strategy currently funded? If not, what is the need?

» Will you need to invest in training for planners, engineers, public works staff, police, or others to ensure everyone is working with the same understanding of Vision Zero implementation?

» Are there other key influencers outside of the city family that will be key to this goal's success, such as the county or state? If so, lay out an action to address this need.

» Have you considered the seasonality of your Action Plan? Do annual weather patterns impact your construction schedules? Will you need to buy new equipment to ensure year-round maintenance of new facilities?

Q EQUITY LENS

When you are planning annual Vision Zero funding priorities, make sure to include support for training and resources for city staff on the role structural racism has played in creating inequitable street and safety conditions in your community. It is important to ensure that municipal staff have the training, resources, and tools necessary to achieve the goals they've been assigned in an equitable manner.

RELEVANT EXAMPLE

Action	0-2 Years	3-5 Years	Partners*
Establish a Vision Zero program within the City			
Establish a permanent, dedicated funding source for Vision Zero implementation and coordination. Continue to create a Vision Zero program with dedicated staff.	\$2M/year; 1.5 FTE/year	\$3M/year; 2 FTE/year	DPW, Mayor's Office, DPD, DEH, CDOT
Coordinate existing funding already going to Vision Zero projects or that could be applied to such projects.	Complete action		DPW, BMO, CDOT
Institutionalize Vision Zero as the City's approach to its transportation system			
Convene regular meetings of safety stakeholders to review traffic safety performance and determine strategies for improvement.	6 meetings/ year	6 meetings/ year	DPW or Mayor's Office, DPD, DEH, others
Convene regular meetings of executive-level departmental representatives to coordinate Vision Zero efforts.	4 meetings/ year	4 meetings/ year	Mayor's Office, Xcel Energy, DPW, DPD, DEH, others
Ensure that Denver Vision Zero staff are represented at CDOT Region 1/City and County of Denver coordination meetings.	Ongoing action	Ongoing action	DPW, CDOT
Make the City and County of Denver a model Vision Zero adopter, including possible fleet modifications, operational changes, and training.	Ongoing action	Ongoing action	DPW

DENVER'S ACTION PLAN includes time-bound measurable goals with the responsible city departments identified.



4. ENSURE TRANSPARENCY

The process of establishing baseline data, creating the Action Plan, and assessing progress towards the goal of zero must be transparent to key stakeholders and the broader community.

Provide regular opportunities to measure progress, celebrate success, identify unforeseen challenges, prevent against problematic actions, and create an opportunity for course-corrections when needed.

At a minimum, cities should prioritize the following actions to promote transparency:

- » Maintain a comprehensive, public website to share crash data and progress on Action Plan strategies, and solicit feedback on safety concerns, projects, and strategies;
- » Meet routinely with your Vision Zero Task Force to solicit input, review data, and provide ongoing feedback on progress and challenges;
- » Meet with and solicit input from residents in an ongoing dialogue about Vision Zero projects, priorities and safety concerns; and
- » Seek opportunities for 3rd party assessment of your progress, and report regularly (annually at a minimum) to key stakeholders, decision making bodies, and the public.

EQUITY LENS

As part of San Francisco's Vision Zero commitment, the city's Traffic Commander reports quarterly to the SF Police Commission, in a public forum, on their traffic enforcement activities, providing opportunities for transparency and ensuring against problematic activities, such as racial bias in traffic stops.

RELEVANT EXAMPLE

SEATTLE routinely posts Vision Zero updates on its website. For example, each of the projects listed below opens to a new page with more project details and information for "What's happening now?" The city also provides progress reports and additional project analyses to update the public.

Rainier Ave S Corridor Improvements

SDOT is designing options to help reduce crashes and improve bus reliability on Rainier Ave South

35th Ave SW Road Safety Corridor Project

SDOT has begun a collaborative process to review roadway conditions along 35th Avenue SW

Banner Way NE

Construction is nearly complete along Banner Way NE. We will be collecting data and monitoring this project, and we will be releasing a 1-year evaluation report

NE 65th St Vision Zero Project

SDOT has begun a collaborative process to review street conditions along NE 65th St

23rd Ave E Vision Zero Project

Enhancing safety & mobility on 23rd/24th Ave E between E John St and E Roanoke St

Protected Bike Lanes

A bikeable city is one where people ride bicycles because it is a convenient, fun, safe, and healthy choice

ACTIONABLE STRATEGIES

PRIORITIZE ROADWAY DESIGN



Roadway design is the most important factor that influences speed and safety. Cities should consider and plan transportation systems that make slower, safe speeds the norm to protect the most vulnerable road users, especially in areas with historic patterns of fatalities and serious injuries, which will, in turn, mean that all road users are safer.

Recommended Actionable Strategies:

- 1. Invest in capital safety treatments in high injury areas, prioritizing improvements** in Communities of Concern. Along with large capital improvements, consider low-cost, near-term safety treatments, such as painted corner sidewalk extensions and paint-and-post-protected bike lanes.
- 2. Identify intersections, corridors, and areas through predictive analysis** where severe crashes are likely to occur, based on characteristics of the built environment, to proactively target interventions and prevent future serious crashes.
- 3. Create a rapid response protocol and delivery timelines for safety improvements** when serious crashes do occur. This includes a rapid, on-the-ground assessment of the crash scene and immediate implementation for short-term or pilot interventions.
- 4. Employ policies including Complete Streets and Transit First** in all projects in order to increase safety for all modes, and to boost the number of trips by walking, bicycling, and transit. Overall, more people moving by these modes and fewer by private autos will boost safety.

Public transportation investment is among the most cost effective ways to enhance traffic safety for a community. Public transit passengers have less than 1/10 the per-mile crash rates as automobile occupants, and transit-oriented communities have less than 1/5 the total per capita traffic fatality rates as in automobile-dependent communities.

Source: American Public Transportation Association

FOCUS ON SPEED MANAGEMENT



In addition to roadway design, cities should employ specific strategies to reduce speed for the sake of safety. Most important is designing (or redesigning) roadways for safe, intended speeds. Proven countermeasures include lowering speed limits and the smart use of automated speed enforcement. A 2017 study by the National Transportation Safety Board recommends both greater usage of automated speed enforcement and flexibility for cities to lower speeds for the sake of safety.

Recommended Actionable Strategies:

- 1. Prioritize designing streets to reduce vehicle speed in the High Injury Network first.** Most Vision Zero cities have found that a relatively small percentage of the local road network contributes to the majority of severe crashes. Reducing speed on these roads through proven design measures will bring some of the biggest benefits.
- 2. Lower speed limits to fit context.** In communities where there is a mix of people walking, biking, driving, and taking transit, speeds are generally more appropriate in the 20-25 mph range, and particularly in areas with schools, senior centers, parks, and transit centers.
- 3. Institute an automated speed enforcement program,** a strategy which is proving effective in encouraging safe behavior and saving lives in communities in the U.S. and around the world. This should be carefully planned to ensure that safety and equity are the priorities of the program, avoiding the pitfalls of troubling perceptions about an over focus on revenue generation.
- 4. Create a neighborhood traffic calming program** to reduce the number and severity of crashes on residential streets. These programs can be designed to allow communities to identify their own problems and nominate themselves for projects as in Boston's Neighborhood Slow Streets program.



UTILIZE IMPACTFUL EDUCATION STRATEGIES

While roadway design and speed management are core to Vision Zero, education can bolster the success of Vision Zero implementation. While this includes educating people about safe road behaviors, it also includes educating policy makers, decision makers, and other influencers about the importance of Vision Zero and the strategies that are proven to be most effective in order to make real change.

Recommended Actionable Strategies:

1. Use data and research to prioritize the most effective education/outreach strategies. This includes focusing on dangerous driving behaviors such as speeding, distracted driving, and driving under the influence, while avoiding overemphasizing attention on "distracted" pedestrians. Using this data-driven approach to proactively educate key stakeholders, including government partners and community members, about the leading causes and locations of injury crashes helps align efforts appropriately.

2. Implement or expand Safe Routes educational programming, such as Safe Routes to School, Safe Routes for Seniors, Safe Routes for People with Disabilities. These efforts should prioritize vulnerable populations and high crash areas, as well as areas targeted for increasing walking and bicycling trips.

3. Develop a Vision Zero training manual to share with key stakeholders. Training can include high-level principles, communications strategies, leading causes of injury crashes, the definition and meaning of the High Injury Network, etc. We also recommend requiring all municipal employees and contractors who drive a vehicle as part of their job to participate in Vision Zero safety trainings.

4. Require Vision Zero training for frequent drivers, such as fleet operators, taxi drivers, and large vehicle operators to meet certain safety practices. Cities can model good behavior by ensuring their own fleets, and those they contract with, require Vision Zero safety training.

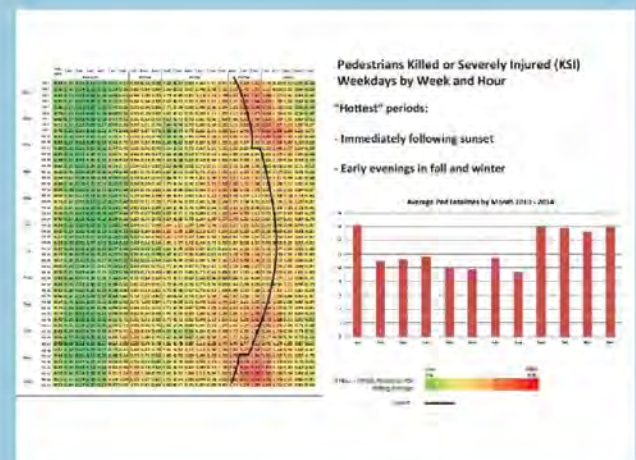


EQUITY LENS

Develop educational materials and communicate in languages that are appropriate for diverse communities. This may include multilingual flyers, pop-up information tents within the community, having information available on the city website, and working with community-based organizations who have developed relationships and trust in that community. Read our report *Elevating Equity in Vision Zero Communications* for more information.

RELEVANT EXAMPLE

NEW YORK CITY: Injury crash data showed a concentration of serious crashes during late afternoon and evening hours, so the Task Force developed and implemented a multi-pronged education and enforcement seasonal campaign aimed at night safety. The city measured a 30% decrease in traffic fatalities for the time period that year compared to the same time frame during the three previous years. (Read here for more details on NYC's research and campaign.)





ENSURE ENFORCEMENT IS EQUITABLE

As we emphasize Vision Zero's safe systems approach on the front-end – particularly through street design and speed management strategies proven to encourage safe behavior – we can reduce the need to correct for individual problems on the back-end via traffic stops, ticketing, and fines. Admittedly, this requires long-term investment to shift our environment and our culture. In the meantime, we must acknowledge and address today's pressing problems related to racial bias in traffic enforcement and, by extension, to Vision Zero enforcement activities.

It is important that promoters of Vision Zero in U.S. communities recognize that officer-initiated traffic stops allow for higher-than-average levels of individual discretion and can be a slippery slope for racial bias and aggressive police action. The broader Vision Zero community has a role and responsibility in improving – not exacerbating – these problems.

The most appropriate enforcement strategies will focus on providing education on the most dangerous driving behaviors and will be community supported, as well as ensure transparency into police activity. While enforcement has a role to play in traffic safety efforts, it should not be a primary strategy and should be approached thoughtfully.

Recommended Actionable Strategies:

1. Vision Zero Action Plans should commit to employing enforcement strategies that will not result in racial profiling. (See Portland's example in sidebar.) Of course, a commitment is not all that is needed, but it is an important first step.

2. Focus enforcement on the most dangerous behaviors based on reliable data to ensure that this is communicated effectively to ensure public understanding. Activities such as speeding and violating pedestrian right of way are more dangerous than minor infractions such as broken taillights or overly tinted windows, so police activity should focus on the former.

3. Provide regular updates on law enforcement's traffic stop activities. This is essential to building trust amongst the community for a productive role for enforcement.

Understanding who is being stopped by police, where, and when, as well as who is ticketed, etc. will be important information to ensure accountability.

4. Support a Community Policing approach as part of Vision Zero work. The [U.S. Department of Justice presents 10 Principles of Community Policing](#), including two that police and the community share ownership, responsibility, and accountability for the prevention of crime, and that mutual trust between the police and the community is essential for effective policing.

5. Create a diversion program to provide alternatives to traffic fines. Recognizing the disproportionate impact of traffic fines on low-income communities, we recommend developing diversion programs that offer education and positive reinforcement of safe behavior in place of overly burdensome fees.

Q EQUITY LENS

When utilized properly, automated speed enforcement can reduce the number of crashes as well as severity of injuries. Though far under-used, this approach is cited as one of the most effective in influencing behavior and lowering dangerous speeds, while also de-emphasizing officer-initiated traffic stops that cause concern about racial profiling. If used inappropriately, these technologies can reinforce structural inequities. It is important to recognize that no piece of technology exists in a vacuum. Any automated speed enforcement program must be developed with input and buy-in from the most marginalized and vulnerable people in your community.

RELEVANT EXAMPLE

Portland's Vision Zero Action Plan includes an explicit statement that the plan will be equitable and "it will not result in racial profiling." The diversity of participants drafting Portland's Action Plan brought equity to the forefront throughout its development. As a result, Portland explicitly commits to develop and implement a set of actions that would not lead to disproportionately negative outcomes for communities of color and low-income communities.

For more about Portland's approach and other recommendations regarding centering equity in Vision Zero, see visionzeronetwork.org/resources/equity.

EVALUATION & RESOURCES

While elements of evaluation are included throughout this guide, we want to highlight the importance of creating a transparent and regular evaluation process for your Action Plan. Evaluation can be one of the best ways to ensure your Action Plan is a living document. How updates will be developed should be included in the Plan, as well as when progress updates will be provided to the public.

Lead agencies working toward Vision Zero should regularly update policymakers, other agencies, and the public. This reporting and evaluation process should include regular updates in a variety of forums such as community conversations, events, report cards, or other creative engagement strategies.

Recommended Actionable Strategies:

- 1. Highlight and celebrate accomplishments, but be real about challenges.** Be transparent when you don't achieve a goal, assess what happened, and recommend changes to the strategy to correct course.
- 2. Revisit the Foundational Elements every time you modify a goal or strategy.** A good Action Plan is a living document that is utilized often and evolves over time. However, it is important to maintain your foundation throughout the process.
- 3. Utilize the Community Engagement and Equity Strategies** outlined in this document to get feedback on progress from the people in your community most impacted by traffic crashes.

CONCLUSION

Ultimately, there are no shortcuts or compromises in achieving the goals of Vision Zero. The metrics of success are simple: one fatality or serious injury in traffic is one too many. A strong Action Plan will be a road map for success in your Vision Zero efforts.

RESOURCES

Numerous resources available at www.visionzeronetwork.org/resources

VISION ZERO PRINCIPLES

[Why Vision Zero Differs from the Traditional Approach to Traffic Safety](#)

[Nine Components of a Strong Vision Zero Commitment](#)

[Moving from Vision to Action: Fundamental Principles, Policies & Practices to Advance Vision Zero in the U.S.](#)

COMMUNITY ENGAGEMENT

[Incorporating and budgeting for community group engagement](#)

[Philadelphia, Pennsylvania](#), p. 18

[Denver, Colorado](#), p. 8

EQUITY

[Vision Zero Equity Strategies for Practitioners](#)

[Elevating Equity in Vision Zero Communications](#)

[Health Equity Road Map for Getting to Zero](#)

[Untokening 1.0 - Principles for Mobility Justice](#)

COMMUNITIES OF CONCERN DEFINITIONS

[Denver, Colorado](#), p. 6

[Los Angeles, California](#)

[Portland, Oregon](#)

[San Francisco, California](#)

HIGH INJURY NETWORK EXAMPLES

[Denver, Colorado](#), p. 8

[Los Angeles, California](#)

[San Francisco, California](#), p. 6

PROGRESS REPORTS

[New York City, New York](#)

[Seattle, Washington](#)

[Washington, D.C.](#)

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