



CITY OF GLENDALE, CALIFORNIA REPORT TO THE CITY COUNCIL

AGENDA ITEM

Report: Vision Zero - Introduction and Update Report

1. Motion to note and file the report regarding Vision Zero and provide direction to staff regarding next steps.

COUNCIL ACTION

Item Type: Action Item

Approved for July 12, 2022 **calendar**

EXECUTIVE SUMMARY

Council directed staff to begin work on developing a Vision Zero policy for the City. Vision Zero seeks to eliminate traffic related fatalities across all modes, within a specified period of time. Vision Zero also seeks to enhance coordination across the various disciplines associated with planning, designing, implementing, and enforcing transportation systems. The policy relies on collecting data that allows for responses that are targeted and focused, while creating synergy amongst a city's many plans and implementation strategies.

Staff is presenting this item to provide an overview of some of the strategies Glendale has already incorporated in an effort to improve mobility and safety across the city. This includes various plans that have been adopted, physical interventions and implementation that have been completed, and enforcement strategies. Staff is seeking direction as it relates to particular strategies the Council may wish to see incorporated as part of the development of a Vision Zero policy, as well as recommendations for potential technical working group participants that will shape and inform the plan.

COUNCIL PRIORITIES

- **Mobility/Connectivity/Safety** – Developing a plan that will create cohesive strategies to improve transportation safety.
- **Infrastructure** – Enhance strategies to improve the safety of the public right-of-way for all modes of transportation.
- **Environmental Stewardship** – Assist in creating a safe active transportation network that will encourage the use of alternative transportation systems.

RECOMMENDATION

Provide direction on potential initiatives that may be desired as part of the Vision Zero policy regarding safety and enforcement, as well as input on a technical working group that will help shape and inform the policy.

BACKGROUND

Vision Zero is a policy program that is aimed at reducing deaths and injuries from automobile collisions to zero. This includes vehicular collisions as well as those involving pedestrians and cyclists. This is achieved through a combination of policies, roadway design, and enforcement, requiring extensive collaboration and analysis to adapt and modify programs in response to trends. Vision Zero was created and adopted in Sweden in 1997 and since inception cities across the world have developed and adopted Vision Zero policies. These programs have been particularly effective in reducing collisions involving pedestrians.

The City of Glendale can implement a Vision Zero program with much of the underlying framework already built into its existing infrastructure, enforcement, and plans such as the Citywide Pedestrian Plan and the Bicycle Transportation Plan. Existing plans and programs have shown the ability to reduce collisions, injuries, and deaths. These existing initiatives will serve as a starting point for the development of Glendale's Vision Zero policy.

Beginning in January 2009, and initiated by City Council, City staff took part in a Safe Streets Initiative Program with the ultimate goal of initiating programs that would increase safety for non-motorized transportation in Glendale. This effort included a Community Pedestrian Safety Training where participants learned about the active transportation safety needs of Glendale, as well as potential safety interventions. Following the training, members of the public and the Transportation and Parking Commissioners established a series of pedestrian safety priorities. These priorities resulted in the creation of an Action Plan to improve pedestrian and bicyclist safety, as well as updating City policies, and creating a consolidated outreach program.

In April of 2014, a follow-up training was led by the University of California Berkeley Safe Transportation Research and Education Center. The recommendations from this training included a call for a Citywide Pedestrian Plan. Understanding the urgency of pedestrian safety in the City, Council directed staff to move forward with the creation of a plan, as well as a Citywide Safe Routes to School program and a Citywide Safety Education Initiative. These programs sought to improve pedestrian safety across the city, and in

particular, the most vulnerable population. These programs have produced results while also raising awareness of safe active transportation systems.

A number of programs have been implemented by the City in an effort to reduce pedestrian collisions, and have included:

- Safe Routes for Seniors
- Pedestrian Priority Streets Program
- Arterial Traffic Calming Program
- Neighborhood Traffic Calming Program
- Ongoing Safe Routes to School Program Implementation
- Safety Education Initiative
- Innovative Enforcement Programs
- Community Engagement and Activation Programs
- Outreach to Low-English Proficiency Populations
- Open Street Events
- Festival Street Programs

While many of these programs were focused on pedestrian safety, the City also created and adopted a Bicycle Transportation Plan. This plan sought to create a network of safe bicyclist infrastructure across the city, connecting people to where they live, work, and seek entertainment. Implementation, led by the Public Works Department has occurred when opportunities are presented for roadway improvement projects. A map of the improvements can be found in Exhibit 1. Staff recently began a process to update the Bicycle Transportation Plan, which is expected to be completed in 2023.

The City has also taken steps to reduce collisions with pedestrians and cyclists by creating events for public engagement, public education, and awareness of City policies and plans.

As part of the Citywide Pedestrian Plan, walk audits were conducted to engage stakeholders in collecting objective data on the pedestrian environment. This included feedback regarding the condition and width of sidewalks, crosswalk frequency and visibility, pedestrian lighting, street trees, and to measure perceptions of safety. This information helped to inform the creation of the plan, and was also used in education campaigns.

The Safe Routes to School program has hosted interactive community events and provided education information through safety booths where parents and students were engaged in learning pedestrian and bicycle rules of the road, as well as helmet safety. Activities included prize wheels with incentive items, interaction with costumed characters, a blender bike to demonstrate “pedal power,” and a bicycle helmet giveaway.

The “Be Street Smart Glendale” campaign was an all-modes centered education and awareness campaign. Ads were placed on billboards along high-collision corridors where pedestrians, cyclists, and motorists frequently interacted with one another. Banners as well as sidewalk medallions were utilized to reach various modes to raise awareness of mobility safety. Advertising for the program was also placed in *Asbarez*, an Armenian-language newspaper, focused on reaching the senior Armenian community. Ads were also placed in *Balita*, an English-language newspaper targeted towards the Filipino community. The first “media flight” ran in October and November of 2016. During the campaign, the City recorded zero pedestrian fatalities in 2018, and zero bicycle fatalities in 2017 and 2018. There were also significant declines in the overall number of incidents during the campaign.

Additionally, the Public Works Department is currently working on preparation of a Local Roadway Safety Plan (LRSP). The LRSP is a local level, data-driven, traffic safety plan to reduce traffic accident fatalities and serious injuries on local public roads. The plan provides local agencies a framework to systemically identify, analyze, and prioritize roadway safety improvements on local roads and facilitates partnerships and collaboration with local stakeholders. The plan includes a citywide analysis of all collision types, including motor vehicle, pedestrian and bicycle collisions. The plan will provide potential systemic safety projects that target the reduction of severe crashes on public roads within the City of Glendale and will meet Caltrans requirements for submittal of Highway Safety Improvement Program (HSIP) grant applications. The LRSP is expected to be a key element of the Vision Zero Plan.

While education programs, plans, and implementation are largely led by the Community Development and Public Works Departments, enforcement is a significant factor in transportation safety and in any Vision Zero program. The Glendale Police Department (GPD) also offers a strong foundation to develop a Vision Zero program through various enforcement initiatives aimed at improving safety and reducing speed. These enforcement programs seek to reduce the number of collisions while also seeking to curb reckless driving behavior. Programs have included:

- Pedestrian crosswalk enforcement operations
- OTS grant funded “Primary Collision Factor” enforcement operations
- Billboard advertisements regarding safe behavior
- Focused enforcement in areas of frequent collisions or reckless behavior
- Distracted driving enforcement
- Joint operations with neighboring cities

GPD has scheduled a joint operation with the Burbank Police Department and air unit to target traffic related issues such as street racing, reckless driving, and speeding during

evening hours. In addition to enforcement, GPD has also played a significant role in education and information. This has included appearances on television to inform viewers about pedestrian safety, as well as the release of a pedestrian safety video in February of 2022 on social media platforms. GPD is also working on training for elderly residents, school-aged residents, flyers, pamphlets, and other means to educate and inform all modes of transportation of safe behavior and habits.

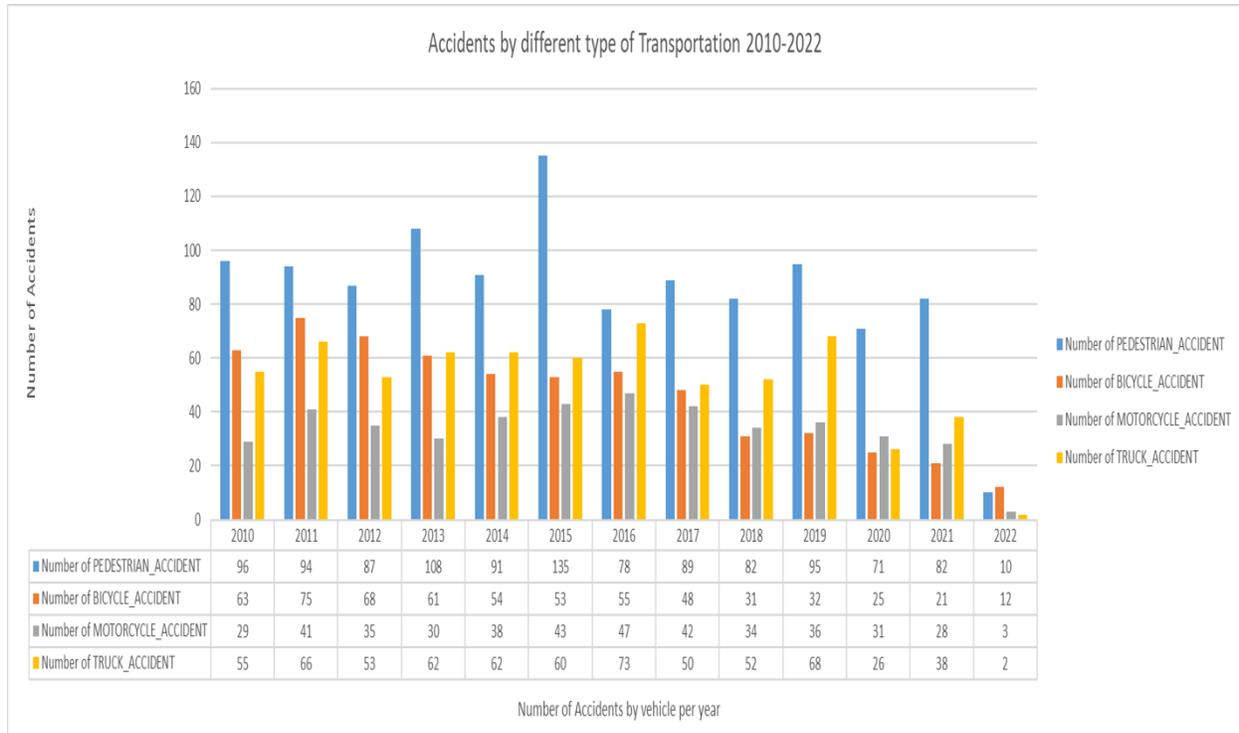
ANALYSIS

Results from the city's efforts in education, enforcement, planning, and implementation have demonstrated improvements, though more work is still needed. The total number of incidents is provided in the chart below from 2010 through available data for 2022. Following the launch of several initiatives, pedestrian collisions declined significantly in 2016 before rising again in 2019. Since the adoption of the Bicycle Transportation Plan, incidents involving cyclists have consistently declined.

The intent of Vision Zero seeks to build on those successes, along with other adopted plans, completed implementation and enforcement actions. Vision Zero seeks to create a comprehensive approach through each discipline, using data to create a plan that focuses on areas of the greatest need based on incidents and equity, while allowing for flexibility to try new approaches and initiatives, while being able to adapt the plan as necessary. As such, the approach to create the Vision Zero policy will be led by various departments including Community Development, Innovation and Performance Office, Police, and Public Works. This will seek a holistic approach of planning and design, implementation, enforcement, and the collection of data to create measurable benchmarks.

Much like Glendale, cities across the state and region have had similar goals in reducing and eliminating transportation related injuries and deaths. The City of Fremont adopted a Vision Zero plan in 2016 and has seen a significant decline in fatalities. The traffic fatality rate of Fremont is 2.1 for every 100,000 residents annually, compared to the State of California's rate of 9.1 for every 100,000. Some of the major accomplishments of the plan include the restriping of 40% of their streets, enhanced safety measures such as creative crosswalks, and the implementation of additional bikeways. The city also enhanced enforcement of intoxicated driving, including saturation patrols in the evening hours to reduce incidents.

While most cities in Southern California have adopted principles of a Vision Zero program, Los Angeles adopted a full policy in 2017 with the goal of eliminating traffic fatalities by 2025. The plan saw a number of upgrades and enhancements at high injury locations that saw a drastic decline in the total number of incidents. The City of Los Angeles' program began with an initial investment of \$3 million, largely focused on education, awareness, and outreach campaigns. This funding was largely used to enhance existing programs and projects.



Los Angeles and Fremont both experienced significant declines in incidents, particularly related to pedestrian injuries and fatalities. In recent years, both cities have seen increases in pedestrian incidents, consistent with trends across the country. This can be attributed to a number of factors including changes in travel behavior during the pandemic and the rapidly increasing rate of sales of sport utility vehicles and trucks, which pose a greater risk for active modes of transportation.

The value of the Vision Zero program will ensure a better coordinated effort across the various disciplines responsible for transportation safety. It will also set goals and objectives that will use data and allow the City to respond as necessary, while coordinating and updating existing plans and policies. Additionally, staff recommends that the Council directs the inclusion of a Complete Streets program as part of the policy and that this should be pursued in the early stages of developing the Vision Zero policy.

Complete Streets is an approach to street design and implementation that accommodates all modes of transportation and users of all abilities. Much like the Vision Zero policy, incorporating Complete Streets will unlock funding opportunities that could help the City realize implementation goals in the near term. Many grant and outside funding sources require cities to have a Complete Streets program adopted.

As part of this report staff will be seeking input and feedback on the following topics:

- Direction on incorporating a Complete Streets program as part of Vision Zero,
- Particular tactics, efforts, or strategies the Council may wish to see as part of the Vision Zero policy,

- Strategies for public engagement,
- Input on representatives that will serve on the technical advisory working group, and
- Key points of data that the Council may wish to see collected as part of the policy.

Following Council's direction staff will begin assembling a technical working group that will advise on the type of interventions and programs that will be included as part of the Vision Zero policy. This will also include data, and other relevant information that should be collected to establish benchmarks of success for the program. During its development, staff will return to Council with regular updates regarding the process, providing opportunities for direction and feedback to the technical working group.

STAKEHOLDERS/OUTREACH

Stakeholder outreach will be conducted after feedback from Council regarding the composition of a technical working group.

FISCAL IMPACT

There is no fiscal impact associated with this report.

ENVIRONMENTAL REVIEW (CEQA/NEPA)

Environmental review is not applicable.

CAMPAIGN DISCLOSURE

This item is exempt from campaign disclosure requirements.

ALTERNATIVES

1. Note and file the report, and provide feedback to staff regarding direction of creating a Vision Zero policy.
2. Note and file the report and not provide feedback, directing staff to not proceed with creating a Vision Zero policy.
3. Consider any other alternative not proposed by staff.

ADMINISTRATIVE ACTION

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EXHIBITS/ATTACHMENTS

1. Implemented segments of the Bicycle Transportation Plan
2. Fremont Vision Zero