



Transportation Policy & Planning Board

October 4, 2021

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LETTER FROM
MAYOR AND POLICYMAKERS

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This Action Plan is dedicated to those that
have lost their lives on Madison streets.
Even one death is too many.

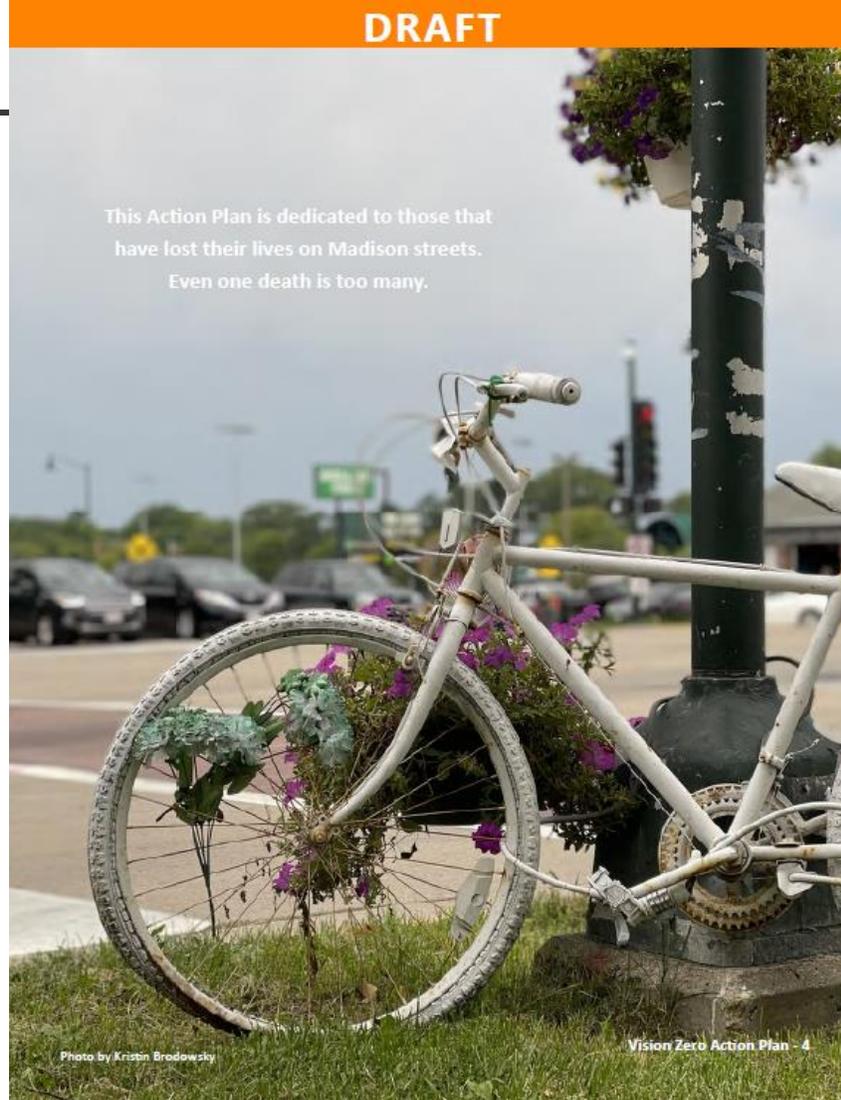


Photo by Kristin Brodowsky

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WHY VISION ZERO

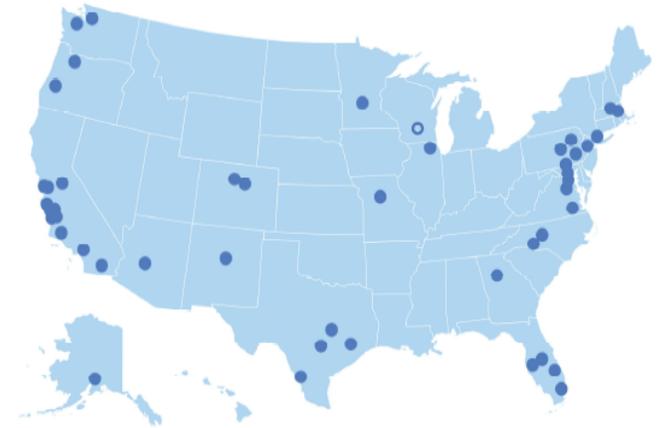
What is Vision Zero?

Vision Zero Madison is an initiative with the goal of reducing all traffic deaths and severe injuries on city streets to zero by 2030. It represents a fundamental transformation in the city's approach to traffic safety in its prioritization of human life over the movement of motor vehicles.

Developed in Sweden in the 1990s, Vision Zero began as a national transportation policy centered on the assertion that nobody should be killed or seriously injured as the consequence of traffic collisions.

The campaign has since become a growing movement: According to the Vision Zero Network, more than 40 cities in the United States have committed to the goal of zero traffic deaths and life-altering injuries by developing action plans and implementing community-specific strategies that address each transportation system's unique circumstances. If Madison succeeds in meeting the required criteria, it would become one of the first cities in the Midwest and the first city in Wisconsin to be a part of the network.

THE VISION ZERO NETWORK



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The Vision Zero approach to traffic safety...

Recognizes that deaths are preventable.

Traditionally, traffic deaths have been understood as unavoidable. The incalculable value of human life, however, means that no amount of fatalities or severe injuries is ethically acceptable. Instead, we must begin thinking about traffic deaths and the life-altering injuries that can occur as the result of collisions as preventable. This means that we must reconceptualize the role that government should play in safety by recognizing that it has the agency to produce safe conditions, systems and behavior.

Moves away from individual responsibility and integrates human failure.

Vision Zero requires us to rethink who should be blamed in the case of a traffic collision. Normally, individual road users are seen as the problem— bad drivers, careless bicyclists, and distracted walkers are considered the cause of crashes.

As a result, solutions have typically focused on the level of the individual and tried to cultivate perfect human behavior. Driver's tests are expanded to include new questions, social media campaigns warn of the dangers of using your phone while driving, or walking, and signs placed alongside highways ask drivers to buckle up.

Vision Zero, on the other hand, recognizes that humans will never be perfect. Instead of influencing individual behavior directly, it aims to shape policies, systems, and the built environment to encourage the desired behavioral choices. It is the responsibility of system designers to recognize the predictable errors that drivers make and adapt accordingly. By changing the transportation system instead of blaming human error, Vision Zero makes the right choices intuitive, rational, and easy for everyone.

Focuses on severe crashes.

While an ideal world would not have any collisions in it, it is not realistic to attempt to prevent all car crashes. Instead, Vision Zero focuses on reducing the severity of collisions. We can't stop people from making mistakes, but we can stop those mistakes from having catastrophic consequences. This human

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-centered approach allows Vision Zero to prioritize life-saving strategies over those that address crashes in general.

Is driven by data.

Vision Zero's prioritization of data helps make its approach efficient and effective. It considers demographic information, vulnerable communities, and geographic disparities in addition to the data that is normally collected in police and public health reports. By more thoroughly analyzing where and how crashes happen, we can focus on implementing the actions that will be the most beneficial to the Madison community.

Emphasizes community engagement and social equity.

Two other core elements of Vision Zero are community engagement and social equity. As all individuals have the right to move safely through their communities, public participation in transportation decision-making is vital. Cities should help generate collective action around the need for safer streets and give residents the space to express their concerns and desires.

All people deserve to be safe while traveling through cities, whether walking, bicycling, driving or taking transit, and regardless of age, race, ability, or background. Traffic collisions disproportionately impact vulnerable communities like people of color, individuals with lower incomes, seniors, children, and people with disabilities. Vision Zero addresses these inequities by prioritizing interventions in areas most in need of safety improvements and incorporating vulnerable populations into the decision-making process.

Works to limit the role of traffic enforcement in safety.

Traditional approaches to traffic safety often focus on the individual, and it is easy for transportation systems to create policies that rely on enforcement for implementation as a result. Doing so, however, ignores the historic and current systemic racism and violence experienced by communities of color,

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further entrenching these unjust structures by entwining safety and enforcement.

In the long term, Vision Zero strategies should be achieved with minimal levels of enforcement. Safe systems must be accomplished through road design decisions and the creation of a self-enforcing culture of safe driving. The Vision Zero Approach aims to disentangle police activity from traffic safety and make enforcement unneeded. & ensure that when needed it is focused only on hazardous violations.

Working to address disparities in the transportation system and within any enforcement, must be the basis for Vision Zero.

Uses a systems approach.

Vision Zero is a multi-agency and multi-partner initiative that compels us to consider the road system in its entirety. Representatives from all divisions and departments that can influence the factors involved in traffic injuries and deaths must be involved. Road design, speed, enforcement, driving culture, available technology, and laws all contribute to safe mobility. Engineers, planners, policy-makers, law enforcement, emergency response teams, public health professional, and community leaders are all responsible for the safety of the road system. System-wide change requires cooperation and collaboration across the community.

Traditional Approach	Vision Zero
Traffic deaths are inevitable	Traffic deaths are preventable
Aims to fix humans	Changes systems
Expects perfect human behavior	Integrates human failure
Prevents collisions	Prevents fatal and severe crashes
Exclusively addresses traffic engineering	Considers the road system as a whole
Doesn't consider disproportionate impacts	Regards road safety as an issue of social equity



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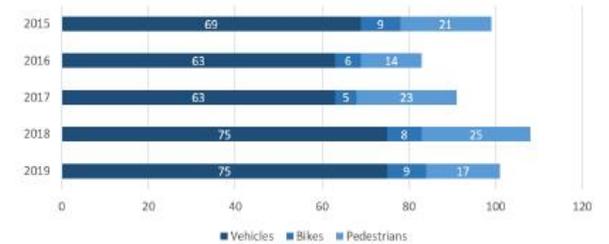
Why Madison Needs Vision Zero

According to Wisconsin's Department of Transportation, Dane County had one of the state's highest average number of traffic fatalities from 2015 to 2019, second only to Milwaukee County. Forty four people died from crashes on Madison streets between 2015 and 2019, and hundreds more were injured. These deaths are not acceptable.

The future of Madison

The City of Madison is projected to gain over 43,000 residents between 2010 and 2040, the biggest numeric increase in the state. This growth of over 18% will bring the City's population to the largest it has ever been at over 280,000, and some projections predict this number will be even higher.

Madison Fatalities and Severe Injuries



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Data from TOPS lab, crashes with a crash severity of K (fatal) or A (incapacitating injury) from 2015 to 2019.

FACTORS-Safe Systems Approach

Safe Streets – Factors that lead to fatalities and injuries include the geometry and speed of our streets. Motor vehicle drivers travel fast on streets that feel fast – and speed has a large correlation with crash severity. Altering the layout and geometry of a street can help lower travel speeds and reduce conflicts.

Safe People – Encouraging safe behavior for Motor Vehicle drivers, cyclists, and pedestrians is an important part of Vision Zero. In Madison over half of crashes had driver behavior as a contributing factor.

Safe Vehicles – Properly operating vehicles with safety equipment can significantly decrease the severity of crashes. For example, the National Highway Traffic Safety Council estimates that the combination of an airbag plus a lap and shoulder belt reduces the risk of death in frontal crashes by over 60 percent.

Safety Data – Safety Data gives us the tools to understand where injuries and deaths are occurring and what factors are causing the crashes. We can't address a problem until we understand it, and we achieve what we measure. Vision Zero is a data driven process that will direct resources and attention to where we have the greatest opportunity to make a difference.

Safety Focused Enforcement – The City is growing in the understanding of the role enforcement plays in safety. Traditionally, enforcement across the country has had a disproportionate impact on low-income and communities of color, with modest increases in compliance. Madison seeks to address recklessness that leads to deaths, without profiling or creating disproportionate impacts to members of our community.



Changes to the Strategies & Actions

Safe Streets Change

7. Advocate for changes to state statutes and increased funding that would improve the City's ability to advance the goals of Vision Zero

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
7.1	Advocate for the ability to conduct automated traffic enforcement.	Within 5 years		State legislation passed	City-wide	Community
7.2	Advocate for funding to expand treatment court in support of operating while intoxicated (OWI), impaired driving reduction & other traffic violations	Within 5 years			MC, AO	Community

Changes to Strategies & Actions

Safe People Changes

1. Expand and support alternatives to driving, reducing VMT

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1	Implement policies that reduce VMT to decrease the total number of motor vehicles on the streets of Madison.	Ongoing	\$\$\$	Reduce VMT X% per year	DOT	GMMPO, Citywide
1.2	Implement a TDM Ordinance	Year One	\$	Approved by 2022	DOT	PL

Changes to Strategies & Actions

Safety Focused Enforcement

The City of Madison should strive to achieve Vision Zero objectives with minimal traffic enforcement. This will require deliberate road design decisions and coordinated efforts to create a culture of safe driving.

In the near term, there are important steps that the City should take through its existing traffic enforcement programs – the Traffic Enforcement and Safety Team (TEST), traffic enforcement grants from WisDOT’s Bureau of Transportation Safety (BOTS), and patrol-based enforcement – to support the goals of Vision Zero.

Research suggest that knowing and quantifying the impacts of traffic enforcement on safety is surprisingly complicated. In general, however, effective traffic enforcement should be part of proactive efforts targeting the most dangerous behavior and paired with physical road changes and public awareness strategies. Traffic enforcement must be deliberately coordinated with other Vision Zero initiatives and data must continue to be collected to better understand the effectiveness of different traffic enforcement activities.

Based on the available data, there appear to be several critical issues in Madison for which traffic enforcement could play an important role. These offenses, which put drivers and other road users at risk, include:

- Driving while impaired or intoxicated.
- Speeding or driving too fast for conditions
- Failure to yield

There are other traffic safety issues that MPD could actively enforce, but should not be a high priority. These offenses are less likely to put other road users at great risk, they are more prone to biased enforcement and they can be addressed through other countermeasures. The include:

- Failure to wear a seat belt
- Bicycle and pedestrian infractions

Other non-hazardous violations, such as license and registration violations, are not expected to improve traffic safety and do not fit within the Vision Zero framework. Citations for these offenses also exacerbate racial disparities. Madison Police Department should continue taking steps to de-prioritize these types of citations.

1. Coordinate engineering, education, and enforcement activities so that MPD can focus traffic enforcement at times and locations to have the greatest impact on reducing unsafe driving and serious crashes

Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1 Identify priority times and locations for traffic enforcement and establish				MPD	

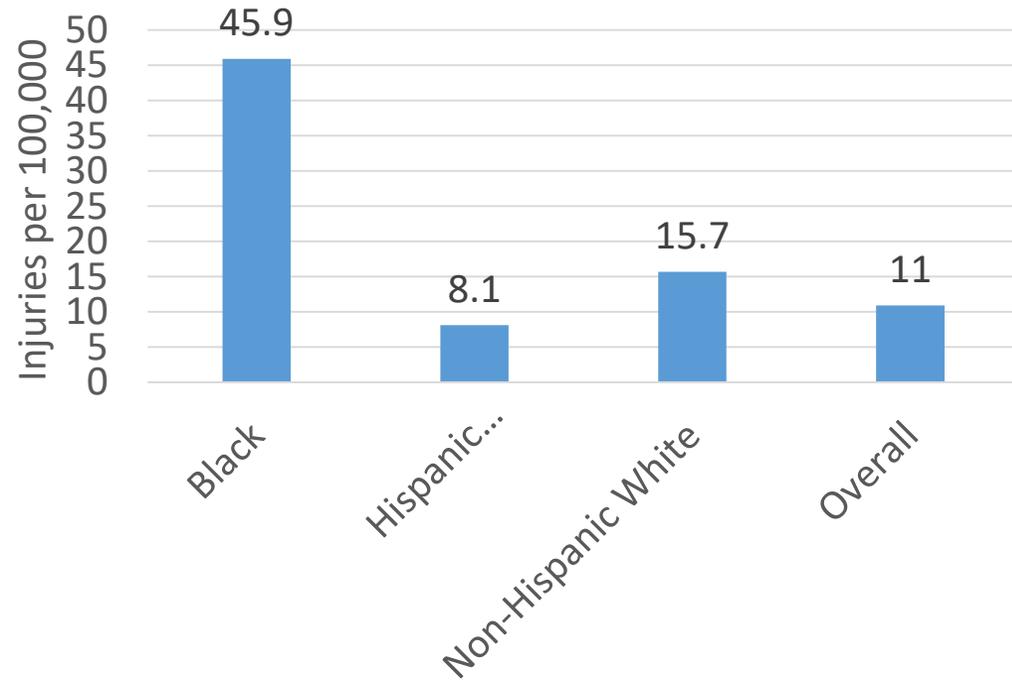
Changes Since Last Draft

1. Cohesiveness of the overall plan, making it sound like one person wrote the plan instead of several authors
2. Added a few more data/charts on demographics: updating language - “sex” to “gender”
3. Took some of the language and data from Safety Focused Enforcement section and moved to Disparate Impact Analysis
 - a. Disparities in Traffic Enforcement Citations
 - b. Added additional info on disparity in crashes
 - c. Map of HIN layered over lower income neighborhoods and what % of HIN are in those poverty areas

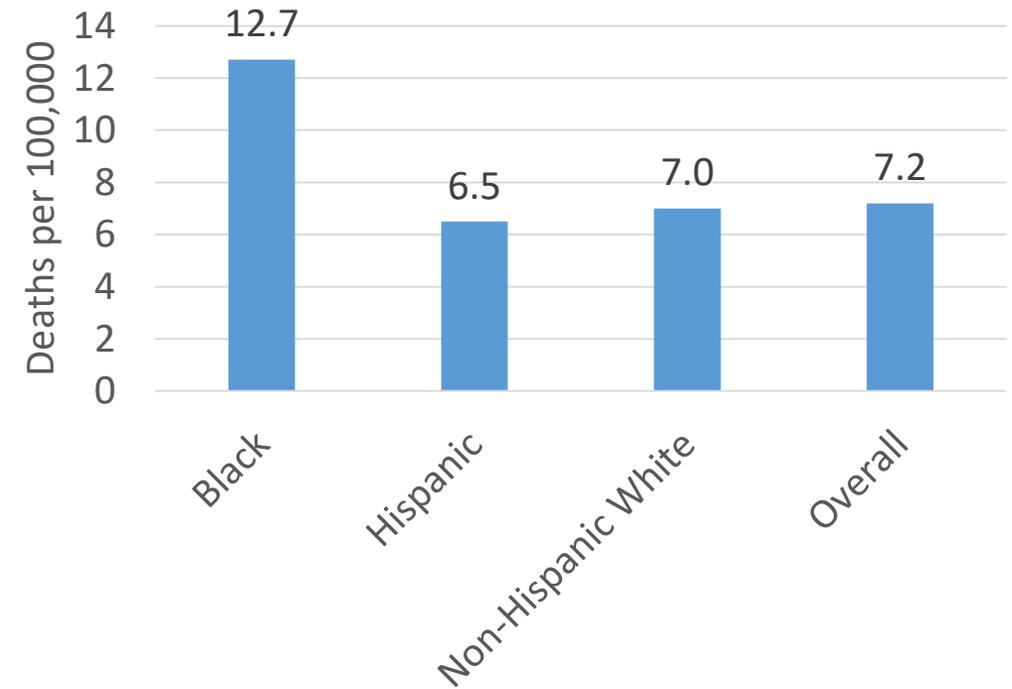


Disparities

Dane County Pedestrian Injury Rate by Race/Ethnicity

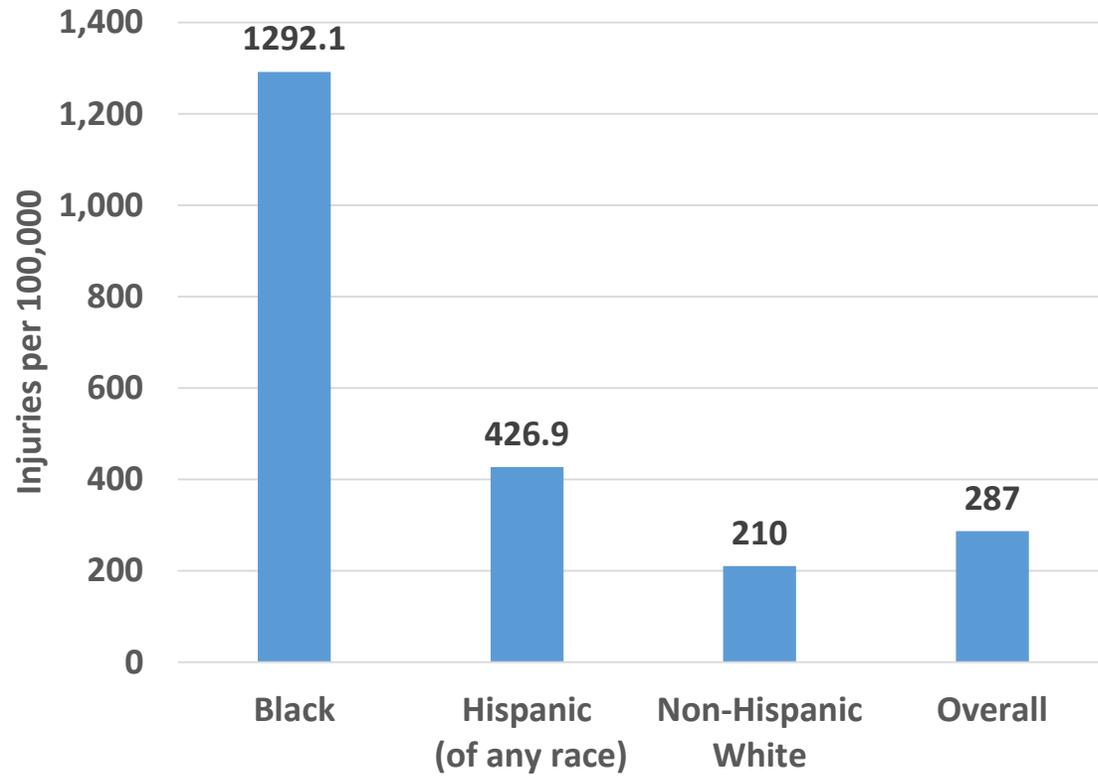


Dane County Death Rate due to Motor Vehicle Collisions by Race/Ethnicity

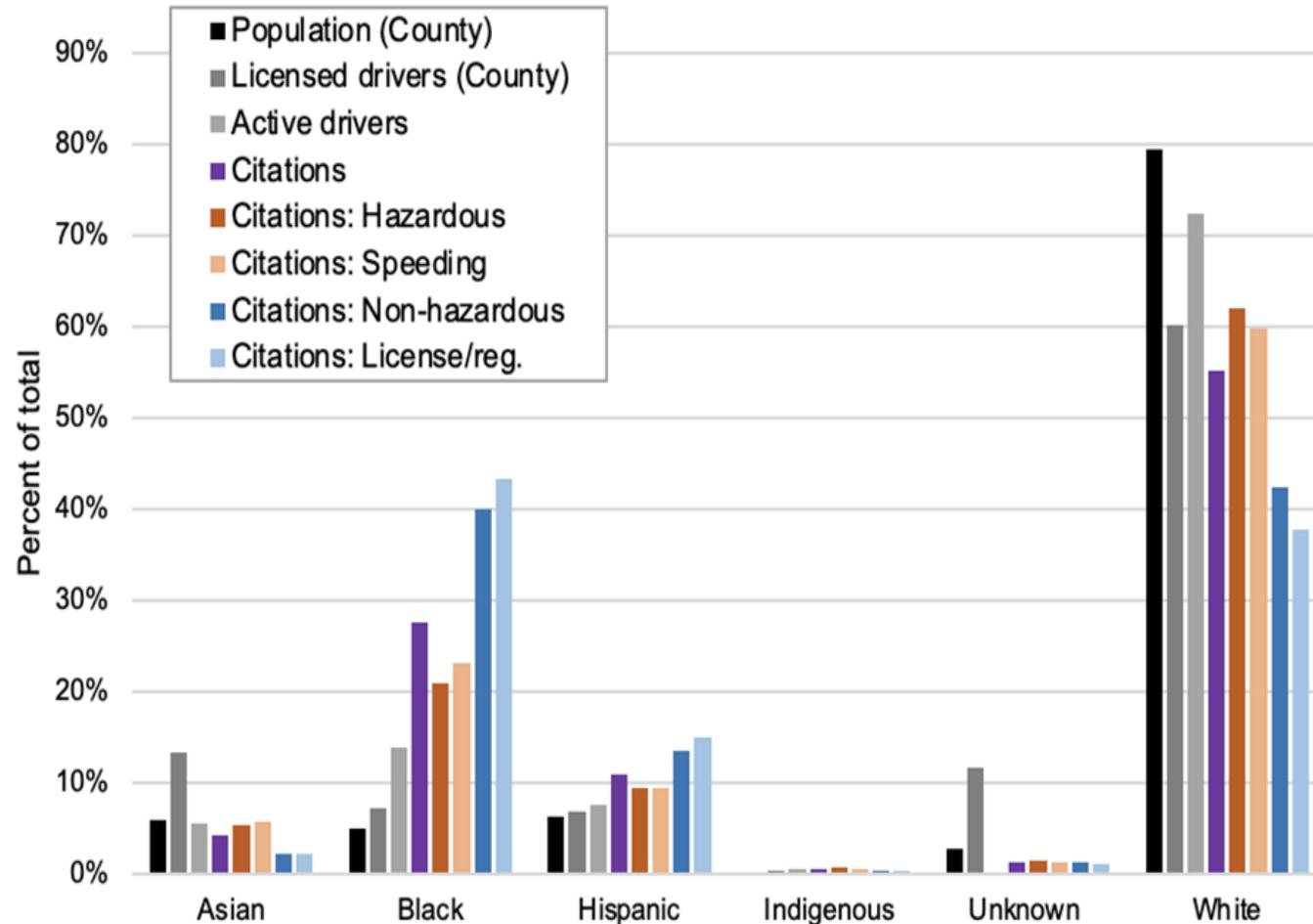


Disparities

Dane County Injury Rate due to Motor Vehicle Collisions by Race/Ethnicity



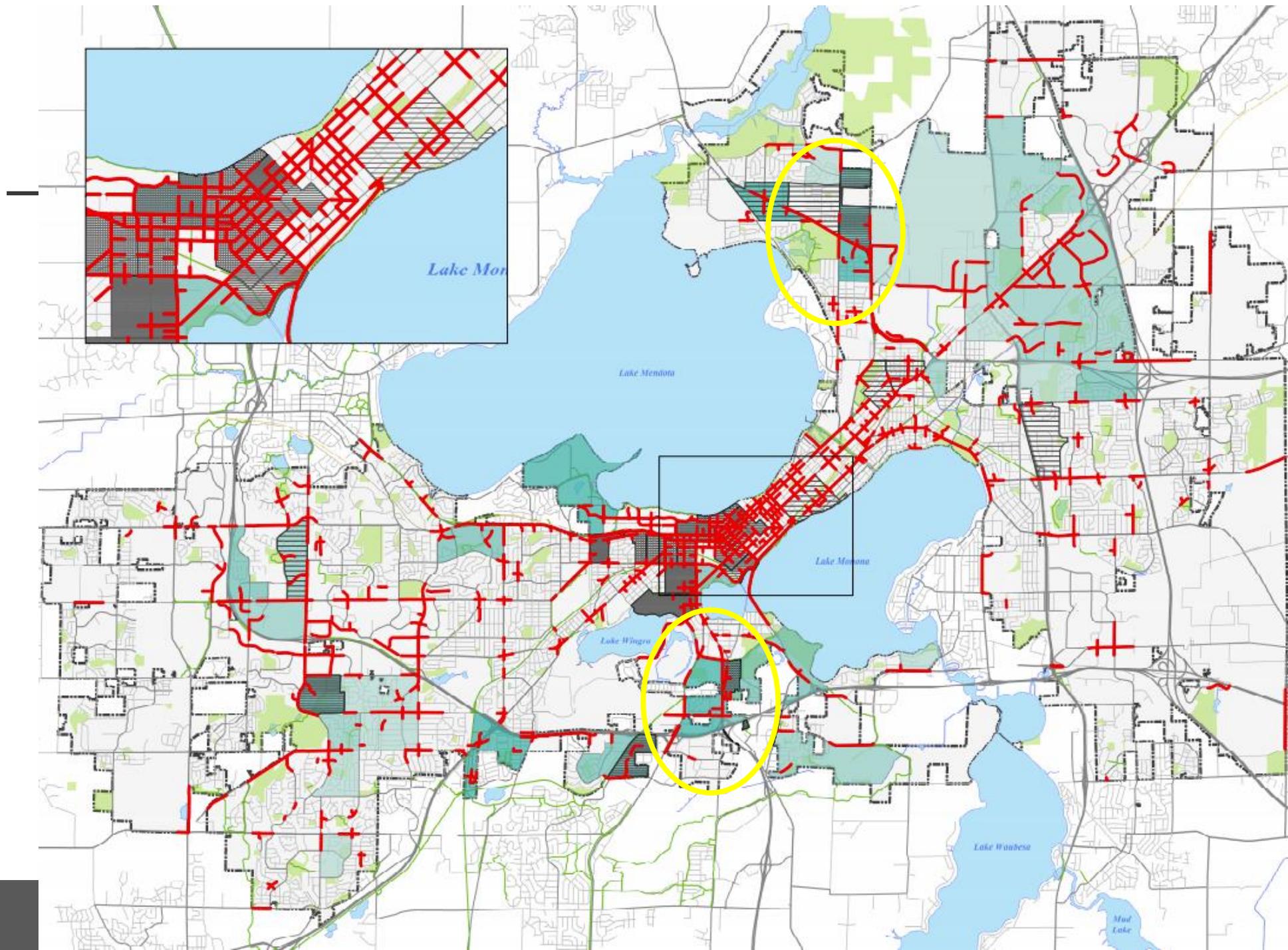
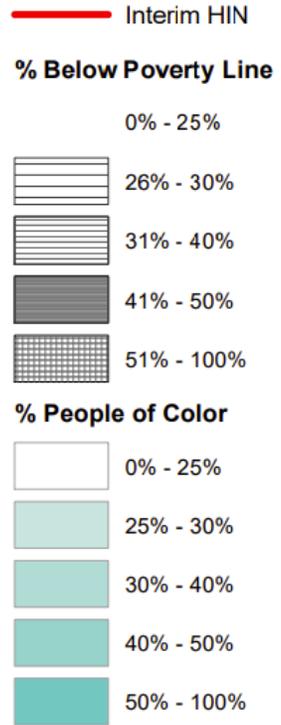
Disparities – Traffic Enforcement



Black residents account for just 5% of the total population, 7% of licensed drivers, and 14% of active drivers, but receive 28% of traffic citations and 40% of non-hazardous citations

A black driver is nearly five times more likely, a Hispanic driver is three times more likely, and an Indigenous driver is 1.3 times more likely to receive a non-hazardous citation than an average White driver

The High Injury Network, Neighborhoods with High Poverty, and Communities of Color



Changes Since Last Draft

5. First phase of engagement-Let's Talk Streets
6. Continued work on the Strategies and Actions – added section descriptions
7. Implementation & Accountability pages
 - i. Actions we are doing now: HIN, 2020 & 2021 projects, new Safe Streets Madison program, twenty is plenty, systematic speed reductions and seeking more federal and state funding for bigger projects.
 - ii. Partnering with Complete & Green Streets
 - iii. Measuring & Reporting
8. Develop annual plan with updates on our progress



Engagement (ongoing)

THEMES / COMMENTS THAT RESONATED AT OPEN HOUSES

Danger danger
That a car will maim or kill me :/
10 thumbs up, 0 thumbs down, 4 replies

Community
Running into neighbors, seeing friends
8 thumbs up, 0 thumbs down

Putting people first, not cars
9 thumbs up, 2 thumbs down

Speed & lack of policing
I would love a 20 is Plenty program to be universal in residential neighborhoods
3 thumbs up, 3 thumbs down

Can't get where I want easily
0 thumbs up, 1 thumbs down
Anonymous: can by car, but not by walking or biking
Anonymous: or transit

better connectivity for getting everywhere by bike and walking

Pedestrianize Inner Square
Why are cars allowed on the square at all? Streatery and weekend uses show we don't need as many cars on (and around) the square
4 thumbs up, 0 thumbs down

More greenery, trees, pedestrian space. Canopy trees slow traffic, absorb stormwater, lower energy usage in homes.

Moving vehicles as quickly and efficiently as possible.

The ability to safely use public space.

sidewalks and even street as place to see and interact with neighbors
3 thumbs up, 0 thumbs down, 0 replies

making streets inclusive

Accountability

Performance Metrics

- Safe Streets
 - Yearly mileage of speed limit reductions
 - Efficacy of speed limit reductions
 - Number of pedestrian and bike gaps closed per year
 - Yearly mileage of protected bike facilities
 - % of reconstruction, resurfacing or stand-alone major projects on HIN
 - Number of smaller improvements on HIN
 - % completion of LED upgrade
- Safe People
 - % VMT reduction, yearly basis
 - Total public information campaigns
 - Safe Routes to School and walk/bike education programming held

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IMPLEMENTATION & ACCOUNTABILITY

Taking Action



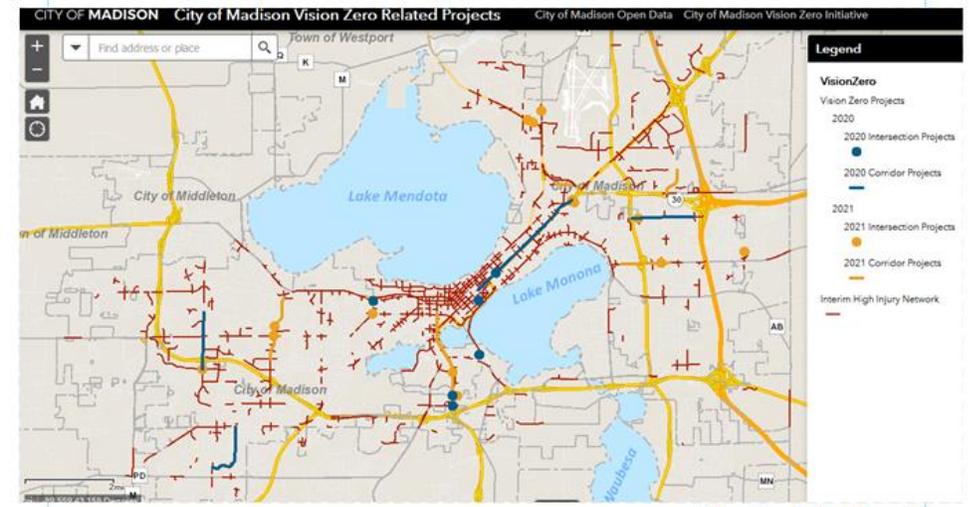
In addition to working on this Action Plan, City staff across multiple departments have already begun the process of increasing safety on Madison streets.

2020 & 2021 Vision Zero Projects

Since committing to the Vision Zero approach to traffic safety, Madison has completed a number of infrastructure safety projects. These projects, which were selected because of their low cost, quick im-

plementation, and high efficacy, focus on reducing crash severity by lowering speed limits and prioritizing pedestrian and bicycle safety by increasing visibility and yield compliance.

A public information campaign started with a launch event in June 2020 and the launch of the "Safety Starts with All of Us" bus ads. Since then media coverage has been robust of Vision Zero.



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Accountability

Performance Metrics

- Safe Vehicles
 - % of City Fleet with safety features.
 - % of City drivers trained
- Safety Data
 - Annual fatal and serious crashes
 - Including breakdown by mode, age, race and if located in RESJI area
 - Correlation with HIN and annual revision of HIN
 - Equity
 - % of RESJI streets with TIP projects
 - % of RESJI streets with speed reductions
 - % of small improvements on these streets (RRFBs, DFBs, continental crosswalks, traffic calming, etc.)
- Annual Report



Accountability

Performance Metrics

- Safety Focused Enforcement
 - To be determined



Next Steps

- Continue refining Strategies and Actions
- Continue refining Implementation & Accountability section
- Finish work on High Injury Network and update Action Plan
- Continue reviewing data for additions/improvements
- Reflect what we learn from Let's Talk Streets engagement
- Clean up the references section
- Add message from Mayor & Council
- Final Council approval by March 31, 2022