

Vision Zero Action Plan-First Rough Draft



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VISION ZERO MADISON

DRAFT FOR REVIEW

6/25/2021

VISION
ZERO
MADISON

ACTION PLAN
2020 - 2030

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LETTER FROM MAYOR AND POLICYMAKERS

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WHY VISION ZERO

What is Vision Zero?

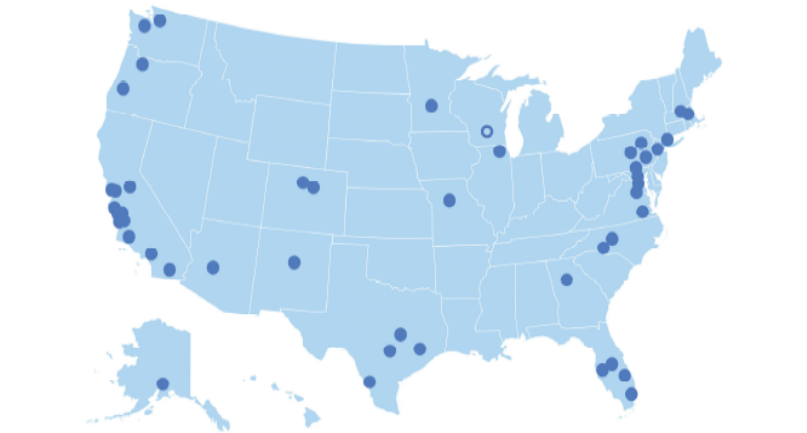
Vision Zero Madison is an initiative with the goal of reducing all traffic deaths and severe injuries on city streets to zero by 2030. It represents a fundamental transformation in the city's approach to traffic safety in its prioritization of human life over the movement of motor vehicles.

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.

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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, distracted bicyclists, and careless 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, 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-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.

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Uses a systems approach.

Rather than only impacting traffic engineering strategies, Vision Zero is a multi-agency and multi-partner initiative that compels us to consider the road system in its entirety. Committees should include representation from all divisions and departments that can influence the factors involved in traffic injuries and deaths. Road design, speed, en-

forcement, driving culture, available technology, and laws all contribute to safe mobility. Consequently, transportation planners, engineers, 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



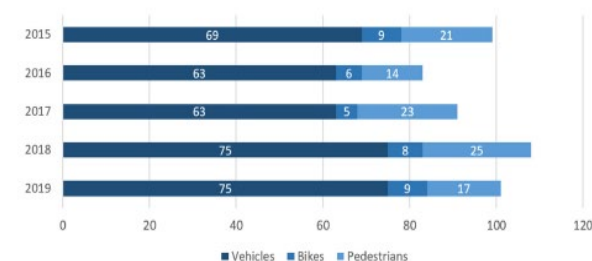
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Why Madison Needs Vision Zero

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.

Madison Fatalities and Severe Injuries



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

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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. Historic growth trends provide even higher population projections. With more people living in the area, the number of vehicles on the road, the number of pedestrians crossing intersections, and the number of bicyclists navigating through the City will all increase, resulting in more opportunities for collisions. In order to prevent the traffic related deaths and injuries that will occur otherwise, the City of Madison must take bold and decisive action to make our streets safer.

Multimodal transportation

Madison prides itself on being a city that is accessible to both bicyclists and walkers, but safety concerns from users limit use of our bicycle infrastruc-

ture and sidewalks by those that are more hesitant. Many bicyclists must use busy streets in order to gain access to bike paths, and pedestrians often cross major intersections while traveling through the city. Vision Zero can help increase the accessibility of these modes of transportation for all residents by making them safer.

Madison was awarded a Platinum Bicycle Friendly Designation by the League of American Bicyclists in the fall of 2015 that was renewed in 2019. The City was also designated a Gold Level Walk Friendly Community in 2021.

Public health

Traffic injuries and fatalities are a preventable public health problem. Additionally, traffic safety and public health are closely connected, as making alternatives to driving like biking and walking more attractive can directly encourage physical activity, limit air pollution, and improve quality of life.

Map of severe injuries and fatalities on Madison streets from 2015 to 2019 to be placed [here](#).

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Vision Zero in Madison

In July 2020, Mayor Satya Rhodes-Conway announced that Madison would aspire to eliminate fatal and serious traffic injuries in the City by 2030 by beginning the development of a Vision Zero Action Plan. Earlier that month, the Common Council unanimously approved a resolution of support, further indicating Madison's commitment to the initiative.

"We must prioritize safety over speed. We must prioritize safety over shaving a few minutes off our commute. We're talking about the deaths of someone's mother or father, someone's child, someone's friend."

— Mayor Satya Rhodes-Conway



The Vision Zero Action Plan

This action plan contains foundational elements and actionable strategies that will allow Madison to make substantial progress towards its target of zero traffic deaths and life-altering injuries. Including central principles in this document allows us to guarantee that the actions we recommend accurately reflect the initiative's core values. Given a strong foundation, it is possible to create specific, measurable, and realistic goals for the city as it seeks to move away from a transportation system built for vehicles to a system that is built for people. This plan represents both a shift in priorities and a commitment to hold ourselves accountable as we attempt to generate meaningful change.



Why Vision Zero - 11



Why 2030?

Setting a timeline brings urgency to this initiative and helps us hold ourselves accountable. In 2030, the City of Madison will evaluate its progress and develop a new action plan if necessary.



Why Zero?

Zero is the only justifiable target for this plan to aim to achieve. Setting it as a shared goal is bold and reinforces that we need major shifts in the way we think about our transportation system.

Icons: Flaticon.com

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VISION ZERO GUIDING PRINCIPLES

Prioritizing Safety

Vision Zero Madison aims to lay the groundwork for a new approach to traffic safety by designing City streets for people rather than cars. In the past we have disproportionately prioritized efficient vehicle movement. We now have the opportunity to reprioritize the functions we expect from our transportation system to fully eliminate traffic fatalities and injuries. Instead of trying to make it safer for personal vehicles to move faster or reduce travel times, we must focus on safe mobility for all roadway users.

Prioritizing safety includes allocating limited public space, resources, and support to those who need it most, including pedestrians, bicyclists, and those riding public transit. People use Madison's streets for a variety of activities, so we must construct them in a manner that balances the needs of all users. In order to equitably redistribute public space, we must recognize that not all users are alert adults that can see clearly, walk briskly, or react quickly to changes in their environment. Vulnerable users including the young, the elderly, and people with disabilities should be given the highest priority when we begin to think about strategies that can be implemented to make our streets safer.

Pedestrians

Vision Zero Madison commits to providing continuous, unobstructed, and clear paths that are easy and safe to navigate for all pedestrians. The perspective of those walking will play a large role in determining the level of danger still present in facilities. Traffic engineers will plan for different pedestrian speeds, including those that are walking quickly, stopping to look at their surroundings, or traveling slowly. When it comes to pedestrian infrastructure, all people walking through Madison's streets would benefit from improvements like shorter crossing distances, refuge medians, and larger sidewalks.

Bicyclists

Designing safe bicycling infrastructure is integral to this principle of safety. Cohesive, connected networks are necessary to allow cyclists to access all areas of the city. Incorporating the needs of cyclists into intersection design can also help in the creation of complete cycle networks. The city will move towards an all ages and abilities bike network that includes protected bike lanes, separated bike paths, and other measures that remove cyclists from traffic hazards. This will allow people of all ages and confidence levels to have access to a connected network that gets them to jobs, services, and schools.

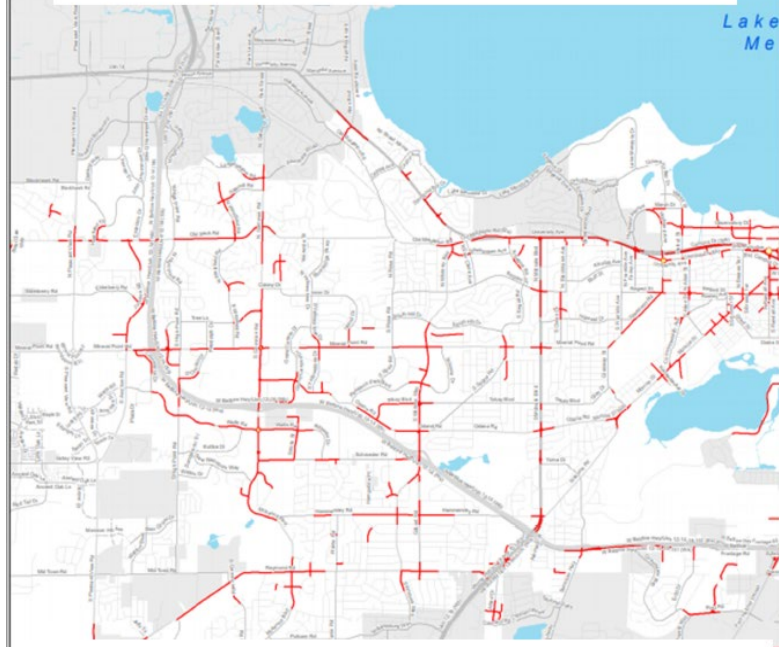
Transit Users

Transit riders will be taken into consideration as well. Dedicating space for public transportation makes service more convenient and reliable, creating a safe and attractive transportation option. It also increases the people-moving capacity of our streets. As part of the MetroForward initiative, which includes implementation of Bus Rapid Transit, Madison will make substantial improvement to transit service and access.



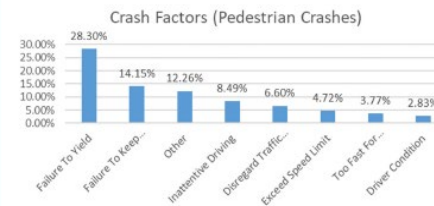
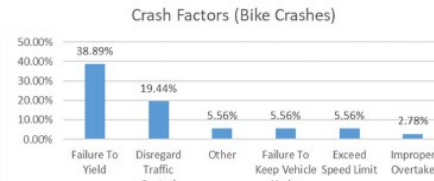
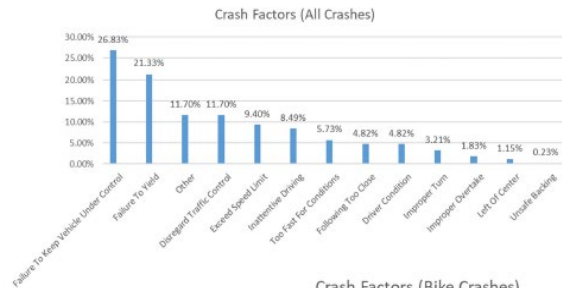
Vision Zero Action Plan - 12

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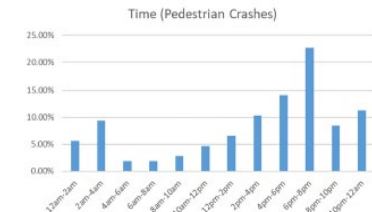
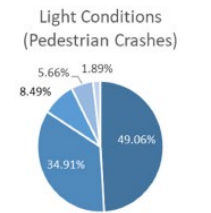
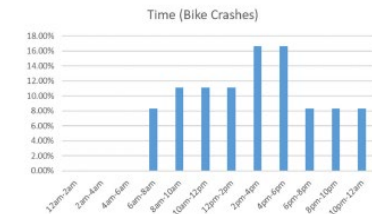
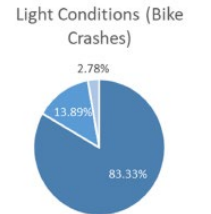
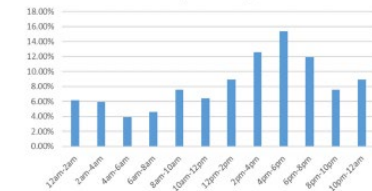
All data shown on these first two pages only refers to severe or fatal crashes (labeled K or A), and data in this section refers to all streets in the City of Madison, regardless of whether or not they were used in the production of the HIN.



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

National data for comparison: National Safety Council analysis of National Highway Traffic Safety Administration (NHTSA) Fatality Analysis Reporting System (FARS) and Crash Report Sampling System (CRSS) data sets.

Data - 19



Late afternoon and evening are consistently the most dangerous time periods for drivers, bicyclists, and pedestrians. Such a trend is similar to national statistics and could be the result of increased street volumes as commuters return home from work and school.

Severe pedestrian crashes peak slightly later than other types of collisions, reaching their apex between 6:00pm and 8:00pm. Data regarding lighting conditions shows that this may be a consequence of reduced visibility. Unlike bike crashes, which overwhelmingly take place in daylight, 8.49% of pedestrian crashes occur in unlit dark conditions and 49.06% occur in lighted dark conditions. Measures that increase pedestrian visibility in all areas regardless of lighting status, including the installation of high visibility crosswalks and pedestrian-activated flashing beacons, could help address this trend.

Strategies and Actions

- Safe Streets
- Safe People
- Safety Data
- Safe Vehicles
- Safety Focused Enforcement



Safe Streets Strategies

1. Create safer streets through speed limit reductions.
2. Make safety improvements systematically on High Injury Network Streets.
3. Improve street lighting to increase visibility regardless of transportation mode.
4. Incorporate Vision Zero into project selection.
5. Close gaps in the pedestrian and bicycle network.
6. Secure increased funding for implementing Vision Zero strategies & for long-term maintenance of improvements.



Example Actions-Safe Streets

Strategies

1. Create safer streets through speed limit reductions

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1	Launch "20 is Plenty" program to reduce the default speed limit to 20mph	Year 1	\$	2 neighborhoods	TE	TC

4. Incorporate Vision Zero into project selection.

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
4.2	Use Vision Zero and the HIN as a criteria in selecting capital improvement projects	Ongoing	\$		CE	TE TC, BPW

Safe People Strategies

1. Develop materials to educate and communicate to city staff and key stakeholders.
2. Build a traffic safety culture in Madison.
3. Expand safe routes programming and walk/bike/travel education.
4. Expand and support alternatives to driving.



Example Actions-Safe People

Strategies

1. Develop materials to educate and communicate to city staff and key stakeholders

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1	Create a guide for Public Information Officers to guide communication around Vision Zero	Year One	\$		TE	Citywide
1.2	Use the guide to develop something that can be used by Vision Zero Stakeholders Task Force members when discussing VZ	Year One	\$		TE	Community

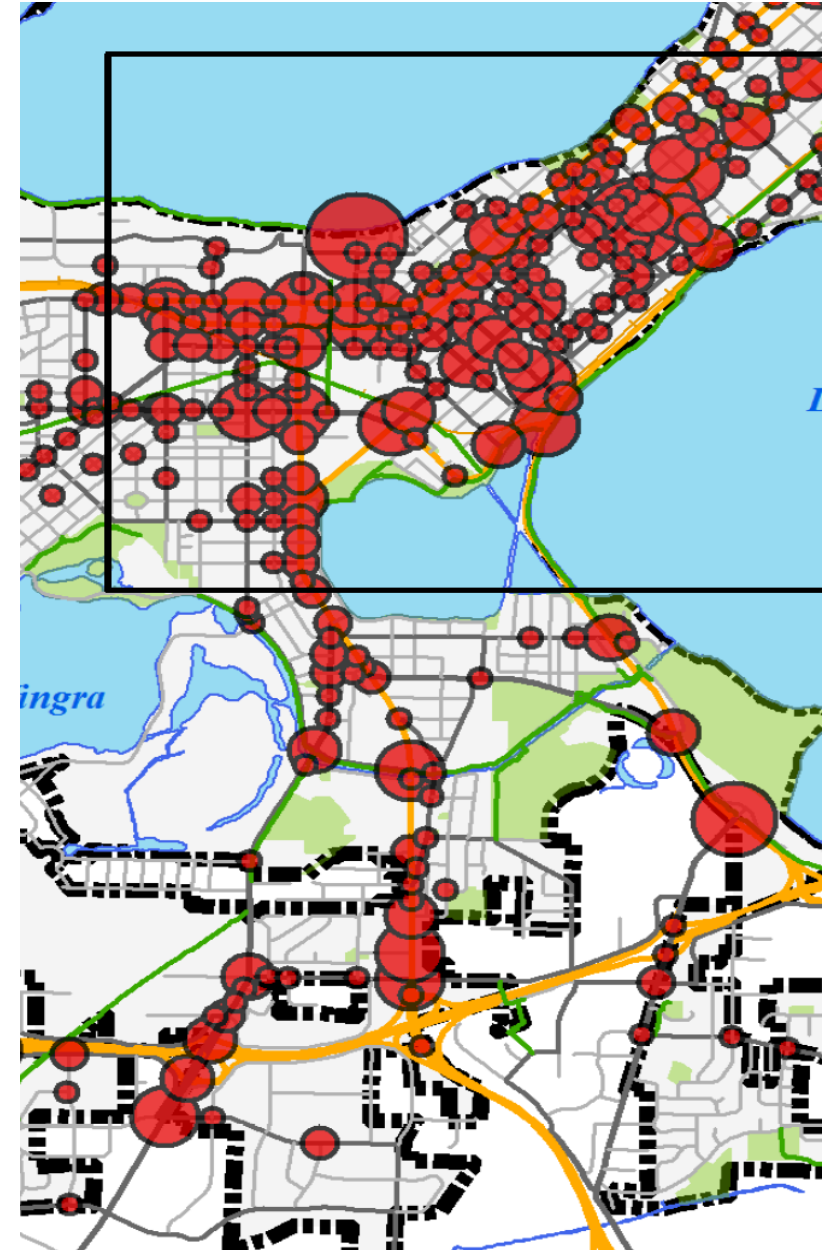
Safe Vehicles, Safety Data Strategies

Safety Data

1. Improve City data, transparency, and communication.
2. Use data to direct funding and resources.

Safe Vehicles

1. Encourage and promote vehicle safety technologies when purchasing vehicles.
2. Train drivers to make the best decisions available to them using defensive driving strategies.



Example Actions-Safety Data

Strategies

1. Improve City data, transparency, and communication

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1	Work with Public Health to incorporate emergency room data into Vision Zero data	Year 2-3	\$		TE	PH
1.2	Track Vision Zero Action Plan implementation & share annual report	Year 1	\$	Establish annual report	TE	Citywide

Example Actions-Safe Vehicles

Strategies

1. Encourage and promote vehicle safety technologies when purchasing fleet vehicles

	Action Item	Timeline	Cost	Goal	Lead Agency	Partners
1.1	All sedans, pickups, and vans that the City purchases will include back-up cameras and ABS.	Ongoing	\$	All City vehicles will have the minimum technologies to assist drivers.	Fleet	
1.2	Where available, the City will purchase vehicles with lane departure alerts, adaptive cruise control, automatic emergency braking, side cameras, and other, newly available technologies.	Ongoing	\$\$		Fleet	

Safety Focused Enforcement Strategies

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.
2. Limit use of pretextual traffic stops and implement clear guidance on their appropriate use.
3. Prioritize hazardous driving behaviors (i.e., speeding and DUI) as the motivation for traffic enforcement and de-prioritize citations for non-hazardous and discretionary offenses (i.e., license and registration).
4. Support non-citation outcomes for non-hazardous violations, and restorative justice for minor traffic offenses, along with programs to reinstate drivers' licenses.
5. Implement a training program for officers regarding traffic safety and implicit bias and hold officers accountable for instances or patterns of biased behavior.
6. Advocate for changes to state statutes and funding that would improve its ability to advance the goals of Vision Zero.

Example Actions-Safety Focused Enforcement

Strategies

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 enforcement benchmarks to include in quarterly reports.				MPD	
1.2 Establish a formal interdepartmental team and leverage existing collaboratives to coordinate engineering, education, and enforcement, as they relate to Vision Zero. This effort should amplify traffic enforcement activities through media, community, and stakeholder engagement to maximize its impact.				MPD	City-wide