A vibrant, sunlit street scene in Philadelphia. In the foreground, a person rides a bicycle towards the camera. Behind them, a large crowd of people is gathered on the sidewalk, some walking and others standing. The background features a row of red brick buildings and lush green trees under a clear blue sky.

The **VISION ZERO** Toolbox

*People-Driven Strategies for
Safer Philadelphia Streets*

The Vision Zero Toolbox: People-Driven Strategies for Safe Philadelphia Streets provides an array of strategies to address traffic safety issues in the City. The goal of this toolbox is to move beyond the strategies and actions that are already underway or proposed through the Vision Zero Three-Year Action Plan and Philadelphia's Connect Plan.

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The **VISION** **ZERØ** Toolbox

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What is Vision Zero?

Vision Zero is a global movement grounded in the notion that all traffic fatalities and severe injuries are avoidable, and any loss of life is not an acceptable price to pay for improved mobility. Vision Zero changes the conversation around traffic safety, forcing road users and planners to acknowledge that crashes are not accidents, rather they are a direct result of making mobility worth more than people.

Using a systems approach, Vision Zero departs from the traditional approach to traffic safety in two ways. First, Vision Zero acknowledges that while drivers are bound to make mistakes, the road system should be engineered and policies should be crafted so that these mistakes do not lead to deaths.. Second, Vision Zero highlights the importance of a multidisciplinary approach to traffic safety, understanding that there are many factors that bring about safe mobility, including roadway design, driving behavior, technology, speed, and policy. Vision Zero “focuses attention on the shortcomings of the transportation system itself, rather than changing individual behavior,” using education, enforcement, and road design to eliminate traffic fatalities.

Founded in Sweden in 1997, Vision Zero swept across Europe in the 2000s and has recently spread to the United States. In 2014, the United States Department of Transportation established its own version of Vision Zero, Toward Zero Deaths, which serves as a national strategy for highway safety. This strategy, like Vision Zero, envisions a national highway system that is free of traffic fatalities.

Concurrently, cities across the United States adopted their own Vision Zero policies, with New York and San Francisco leading the charge, both developing plans in 2014. Other cities have followed suit, including Boston, Washington, D.C., Los Angeles, Austin, and Seattle.

In the U.S., the interest in Vision Zero comes at a time when traffic deaths nationwide are on the rise, after decades of decline. While the year 2011 represented an all time low in traffic fatalities nationwide, since that year, the number of traffic fatalities has incrementally increased nationwide. According to data from the National Highway Transportation Safety Administration (NHTSA), in 2016, 37,461 individuals were killed in crashes, an increase of more than 5 percent from 2015.

1997
Sweden



2000s
Europe



2014
New York City
San Francisco



2015
Los Angeles

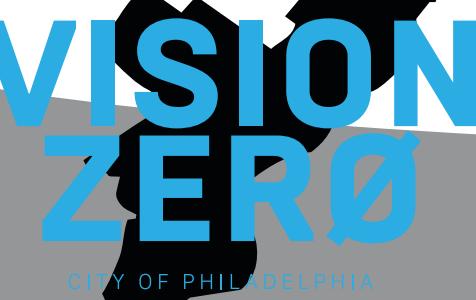


2016
Washington, D.C.



A Timeline of Vision Zero

September 2017
Philadelphia



Traditional Approach

Traffic deaths are **inevitable**

Perfect human behavior

Prevent **accidents**

individual responsibility

Saving lives is **expensive**

vs.

Vision Zero

Traffic deaths are **preventable**

Integrate **human failing** into approach

Prevent **fatal and severe** crashes

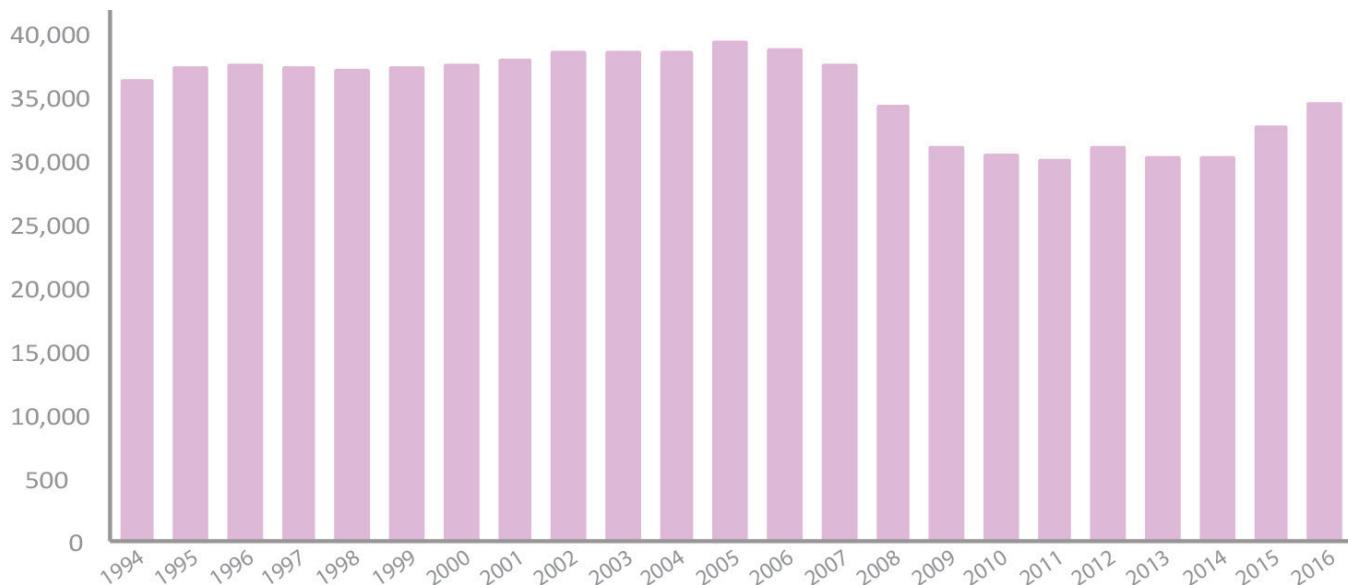
Systems approach

Saving lives is **not expensive**

Increases in driving activity, measured by the number of vehicle miles traveled (VMT), are often cited as the main contributor to the steady climb in traffic fatalities in recent years, but the number of vehicle miles traveled on U.S. roads increased by just 2.2 percent from 2015 to 2016. Normalized by VMT, the fatality rate on U.S. roads increased by 2.6 percent from 2015 to 2016, which suggests that other factors are driving the increase in traffic fatalities, such as an increase in the number of sports utility vehicles (SUVs) on the road and increased speed limits in some states.

The data further showed that in 2016, speeding-related deaths increased by 4 percent and pedestrian deaths increased by 9 percent. Although 2016 was a particularly bad year, the increases in traffic fatalities in 2016 compared to the previous year is emblematic of a larger trend in the United States, providing evidence for why a new approach to traffic safety, and Vision Zero in particular, has become popular among policymakers across the United States.

Fatal Crashes in the United States, 1994-2016.



Source: National Highway Transportation Safety Administration, Fatality Analysis Reporting System

Vision Zero in Philadelphia

Following nationwide trends, traffic fatalities in the city spiked in 2012, after several years of decline. More staggering is the comparison of Philadelphia's crash rate during the period to peer cities. Between 2012 and 2016, Philadelphia had an average crash rate of 6.2; in the same period, New York's average crash rate was 3.1, Boston's was 4.1, and Chicago's was 4.9.

During the five year period between 2011 and 2015, there were 474 traffic fatalities in Philadelphia, 165 (35 percent) of which were pedestrians. In addition, 1,357 individuals were severely injured in traffic crashes in Philadelphia, 362 (27 percent) of whom were pedestrians. Analysis showed that children under the age of 18 were overwhelmingly impacted by traffic crashes, with approximately 4 children involved in crashes every day. Further, a spatial analysis found that crashes disproportionately impact neighborhoods where more than half of the population lives below the poverty line.

Because of the number of Philadelphians killed or severely injured in crashes each year, Vision Zero was adopted in Philadelphia through an executive order from Mayor Jim Kenney on November 7, 2016. The executive order from the mayor established a Vision Zero Task Force, whose purpose is to lead the city's effort in building and implementing Philadelphia's Vision Zero program.

As achieving zero traffic deaths requires a collaborative effort, the mayor appointed task force members from numerous city and state agencies including:

- the Managing Director's Office,
- the Office of Transportation, Infrastructure, and Sustainability (oTIS),
- the Philadelphia Police Department,
- the Office of Complete Streets,
- the Department of Planning and Development,
- the Department of Streets,
- the Department of Licenses and Inspections,
- the Department of Public Health,
- the Pennsylvania Department of Transportation (PennDOT),
- the People's Emergency Center,
- the School District of Philadelphia,
- the African American Chamber of Commerce,
- the Southeastern Pennsylvania Transportation Authority (SEPTA),
- the Association Puertorriquenos en Marcha, Inc, and
- the Philadelphia Association of Community Development Corporations.

Although involvement is broad across city agencies, the charge to carry out and implement Vision Zero is largely led by the Office of Complete Streets, one of several offices housed in oTIS.

Vision Zero Task Force members appointed by Mayor Kenney are committed to zero fatalities by 2030.

We pledge,

as the Vision Zero Task Force, to incorporate the Vision Zero Action Plan goals, principles, and values into everything our departments, agencies, and organizations do. We commit to zero fatalities by 2030.



Michael DiBerardinis
Managing Director



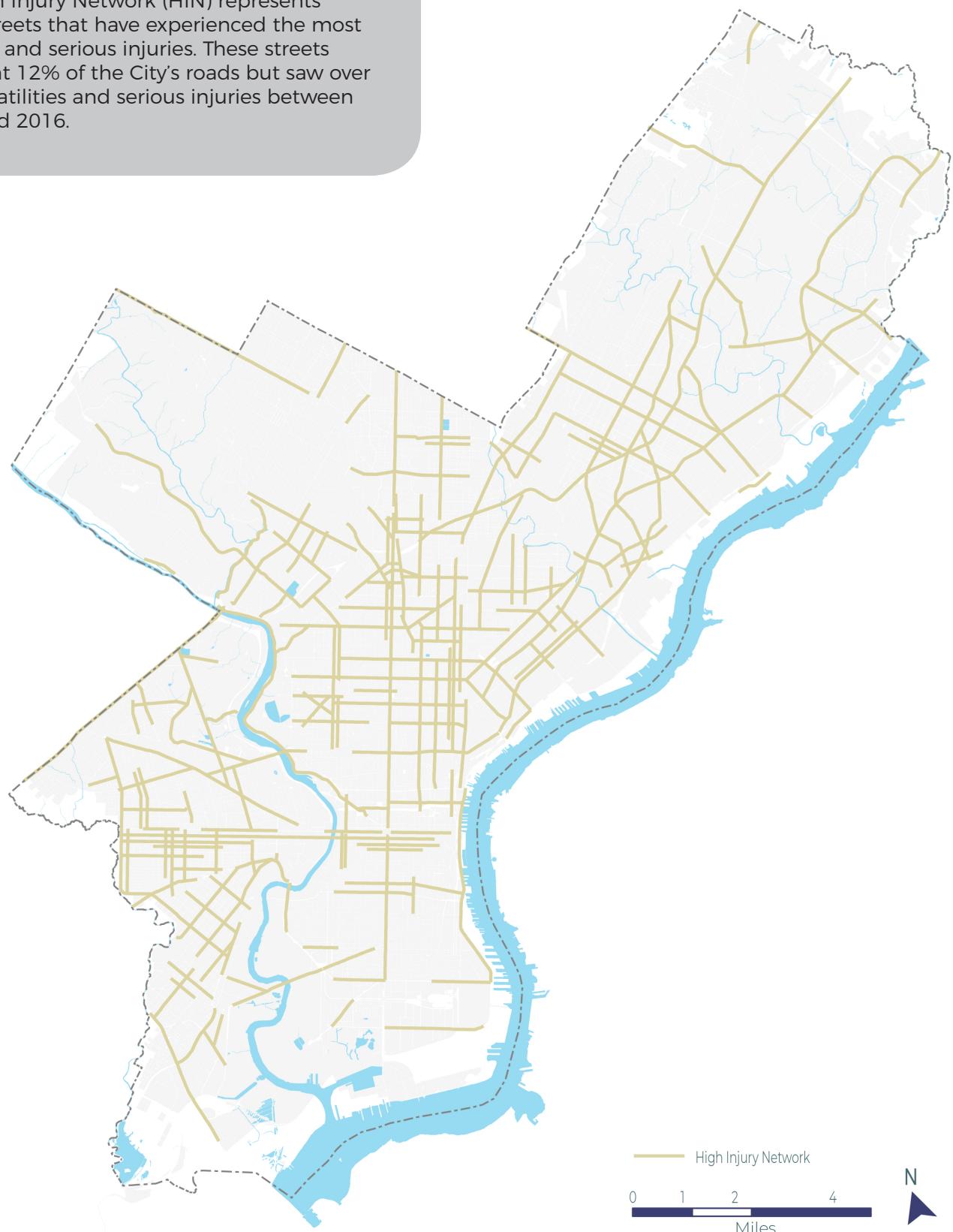
Michael Carroll, P.E. [Chair]
Office of Transportation and Infrastructure Systems



Richard Ross
Philadelphia Police Department

The High Injury Network

The High Injury Network (HIN) represents those streets that have experienced the most fatalities and serious injuries. These streets represent 12% of the City's roads but saw over 50% of fatalities and serious injuries between 2012 and 2016.



Source: Vision Zero Philadelphia

“Based on the current trajectory, traffic deaths will not reach zero in Philadelphia for several decades.”

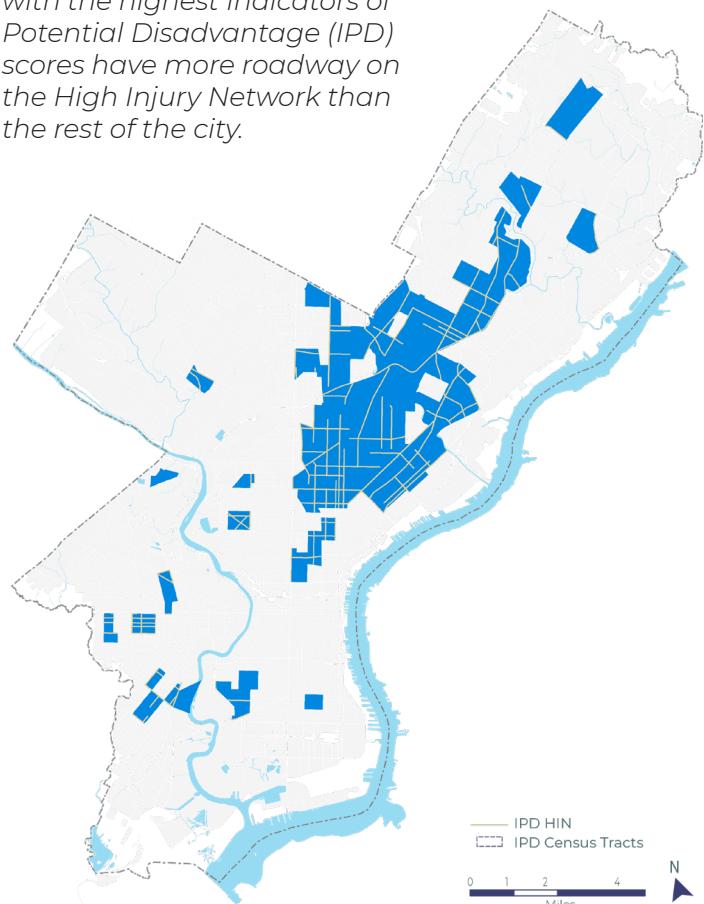
In September 2017, approximately one year after the establishment of the Task Force, the city released the Vision Zero Three-Year Action Plan. This plan laid out a framework for the realization of Vision Zero in the city, establishing goals and five key priorities: equity, evaluation, engineering, education, and enforcement, with the ultimate goal of eliminating traffic fatalities in Philadelphia by 2030. The Three-Year Action Plan also introduced the High Injury Network (HIN), a selection of roads in the city where 50 percent of traffic deaths and severe injuries occur. This network represents only 12 percent of the city's streets and helps the city prioritize where projects could have the greatest impact. The city released its first update of the Three-Year Action Plan in October 2018.

With Vision Zero only one year old, traffic crashes in Philadelphia remain a serious problem. Other cities with more established Vision Zero programs, such as New York and San Francisco, have seen significant improvements, especially in regards to pedestrian safety. In Philadelphia, 78 lives were lost due to traffic fatalities and 244 individuals were severely injured in 2017. Compared to 2016 alone, this represented a 19 percent decrease in the number of people killed in traffic crashes in the city; however, this improvement fails to tell the whole story. Philadelphia saw an abnormally high number of fatal crashes in 2016; 2017 represents about a 10 percent decrease when comparing to the 2011-2016 crash average of 87.2 fatalities.

Based on the current trajectory, traffic deaths will not reach zero in Philadelphia for several decades, well beyond the goal of 2030. Importantly, pedestrians are still the road users most likely to be killed in traffic crashes. Between 2013 and 2017, pedestrians made up only 15 percent of those involved in crashes, compared to 42 percent of those killed. This indicates a great need for a continued commitment to Vision Zero in Philadelphia.

Disadvantaged neighborhoods have 40% more dangerous roadway

Census tracts in Philadelphia in with the highest Indicators of Potential Disadvantage (IPD) scores have more roadway on the High Injury Network than the rest of the city.



In addition, our analysis of the HIN found that KSI crashes are most prevalent in areas with greater proportions of disadvantaged populations. Based on the Indicators of Potential Disadvantage (IPD) methodology developed by the Delaware Valley Regional Planning Commission (DVRPC), our analysis found that disadvantaged communities have 40 percent more road miles of the HIN compared to non-disadvantaged communities. There are nine IPDs in total, including low-income, racial minority, ethnic minority, and disabled populations. This finding that more HIN road miles are located in disadvantaged communities indicates that disadvantaged populations are most at risk of being killed or seriously injured in a crash.

The Toolbox

This toolbox is intended to build off the existing analyses the City conducted in the development of the Three-Year Action Plan and Year One Vision Zero Update. Using the results of in-depth analyses of the crash data, the remainder of this toolbox seeks to help the city use its limited resources wisely by answering five central questions:

- 
- 1. Who is most impacted by traffic crashes?**
 - 2. What behaviors lead to serious injuries or death?**
 - 3. Where are crashes most likely to occur?**
 - 4. When are crashes most dangerous?**
 - 5. How can the city create a new culture of safety?**

Each individual chapter focuses on a single focus area and includes an overview of the issue, key data findings, maps of high priority areas, and strategies for solving the key issues. Rather than fitting the strategies the city has already developed to the issues addressed in this toolbox, the intention of the toolbox is to provide new strategies that support the work that is already underway. Strategies in the toolbox are divided into short-term, low-cost; medium-term, moderate-cost; and long-term, high-cost strategies, as one-size-fit-all solutions may not work for every community. Strategies are accompanied by cost estimates as well as crash reduction factors (CRF), or their estimated impact on safety.

The analyses presented in the following chapters are focused on crashes that occurred on or within close proximity to the HIN, as it represents the areas of the city with the greatest need for safety improvements. With a focus on the HIN, the analyses also centered on killed and serious injury (KSI) crashes. As the in-

tention of Vision Zero is to eliminate traffic fatalities, it is imperative that analysis and the strategies are targeted at those areas with the highest propensity for fatal crashes. The intention of the analyses presented in this toolbox is to identify key patterns in the crash data citywide over the five-year analysis period; as such, unlike an analysis of a corridor or of a single intersection, our recommendations are based on high-level takeaways and the implementation of the recommended strategies will require an in-depth study of proposed locations to determine feasibility.

HOW

How can our city create a new culture of safety?

Both city government and the public-at-large need a Vision Zero that belongs to them.

The Philadelphia Inquirer/Tom Gralish

Introduction

This chapter focuses on how Philadelphia can achieve its Vision Zero goals. This section does not provide specifics on engineering treatments or policies to reduce the likelihood of fatal crashes on city streets; rather it focuses on how Philadelphia's Vision Zero leaders can shift the culture of safety in the city. In doing so, the task force can ensure continued internal and external support for Vision Zero as well as institutionalization of Vision Zero priorities beyond the current mayoral administration. The following sections of this chapter provides a brief overview of the existing conditions of the Vision Zero task force and the program's current public acceptance and then provides details on several strategies.

Since Vision Zero's start in Philadelphia significant work has been conducted by task force member agencies, spearheaded by the Office of Complete Streets within oTIS to develop a plan, priorities, and ultimately, bring Vision Zero into fruition in the city. The success of Vision Zero, however, is dependent on numerous factors. Key among them is strong leadership and collaboration between leading agencies in the city as well as clear and consistent messaging to the public. A successful Vision Zero program is, at its core, a program that is able to develop a new culture of safety that prioritizes people.

According to an analysis of best practice in Vision Zero, several different elements are required to make Vision Zero programs successful, including:

- An urgent, clear, and sustained public commitment to Vision Zero from high ranking officials;
- A permanent, high-level home for a city's Vision Zero efforts;
- Institutionalization of Vision Zero to help ensure accountability for all agencies;
- Cross-sectoral collaboration;
- Commitment to all goals, long- and short-term, by all stakeholders;
- Regular internal stakeholder meetings and public reportings; and
- Pilot and demonstration projects.

Philadelphia's program has many of these elements, however, increased institutionalization of Vision Zero would go a long way in ensuring that the primary tenet of Vision Zero, that all lives lost on Philadelphia roads are avoidable, becomes a part of the city's culture, both within the municipal government and with the general public. By shifting culture and institutionalizing Vision Zero, the program will be able to live on regardless of mayoral priorities or administration.

Currently, many agencies throughout the city are tasked with institutionalizing Vision Zero priorities in city government. For example, the Department of Planning and Development has is responsible for integrating 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, and oTIS is responsible for conducting a study to identify best practices in peer cities for sidewalk repair and enforcement programs in construction zones, as well as recommendations for Philadelphia. These strategies, along with many others listed in the Three-Year Action Plan, are a strong start in promoting institutionalization of Vision Zero and a shift to a new culture of safety in Philadelphia. However, additional strategies can help support these goals.

State of the Task Force

Since Mayor Kenney signed Executive Order 11-16 on November 7, 2016 and established Philadelphia's Vision Zero Task Force, the group has made remarkable strides bringing new technologies, collaborative practices, and public attention to the issue of traffic safety. Now, more than two years in, the Task Force still faces immense challenges both to identify and address traffic safety needs and to align city agency values with Vision Zero.

Who's on the Task Force?

Mayor Kenney's executive order authorizes his office to appoint fifteen members, including the mayor's Deputy Managing Director who serves as chair. Currently, government agencies make up ten of the task force members, leaving only four seats taken by advocates from communities of color, business associations, and other nonprofits.

The task force meets quarterly, and each member is also part of sub-committees that meet regularly to implement strategies in six areas: evaluation and data, engineering, education and engagement, enforcement, fleet management, and policy. Other organizations, such as the Center City District and the Clean Air Council participate in sub-committees but are not part of the task force.

Cultures of Safety at Odds

Since the Action Plan's release in September of last year, oTIS and PPD have dramatically improved data collection and analysis practices in Philadelphia, however Vision Zero's safety philosophies have not permeated through all involved agencies. Across city agencies, safety concerns are still balanced with other motivating factors, like minimizing obstructions—truly elevating safety considerations to the top the top of the decision making pyramid remains easier said than done for departments that are still charged with (and evaluated on the basis of) many missions.

A Fleeting Vision

Furthermore, the Three-Year Vision Zero Action Plan is slated to end with Mayor Kenney's mayoral term; however, our goal of zero deaths continues to 2030. According to the Year One Update, if current trends continue, Philadelphians will continue to die on our streets far beyond that.

Mayoral executive orders have been neglected or even reversed; it's very common for the priorities of previous mayors to fall through the cracks. On the first day of his term, Mayor Kenney himself reversed the policy of his predecessor Michael Nutter by forbidding city agencies from cooperating with federal Immigration and Customs Enforcement. While we hope that the next mayor also prioritizes traffic safety or that Mayor Kenney continues to champion his policy at re-election, Vision Zero needs deeper and broader roots.

**“Because we consider
Philadelphians
to be experts, we
include them in
the development
of Vision Zero...”**

Vision Zero by the People

"We Meet in the Street" is the city's advertising campaign reminding drivers to yield to pedestrians and avoid one of the "safety six" most dangerous driving behaviors.



STOP FOR PEDESTRIANS

41% of Philadelphians killed in crashes are pedestrians.



Vision Zero in Philadelphia remains largely confined to city administration. Despite the start of an advertising campaign and other educational programs, most efforts to date have not invited audiences make a personal connection to Vision Zero.

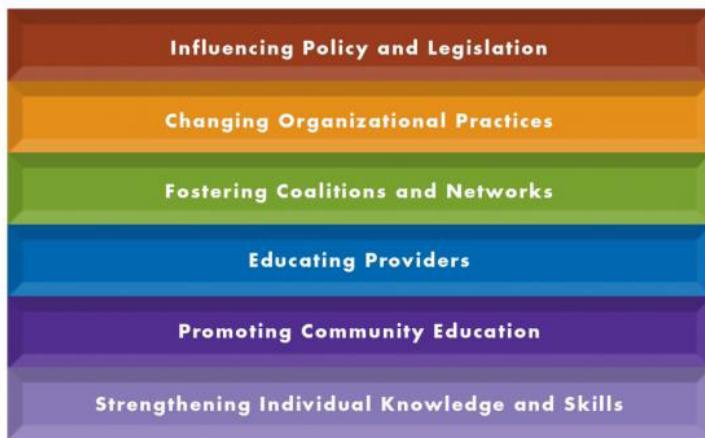
While a start, advertising campaigns alone cannot fully instill Vision Zero's philosophies with the public. Ultimately, direct engagement is needed. Engagement is a process that builds collaborative partnerships with stakeholders and creates customized solutions for a cultural change. It requires transparency not just through feedback at public meetings (which many may be unable to attend), but also through intentional knowledge-sharing and thorough outreach. Because we consider Philadelphians to be experts, we include them in the development of Vision Zero projects and policies to save lives; we share our knowledge and data surrounding traffic safety in their communities and where they work, play, and live. This engagement lends itself to creating community buy-in, which ultimately serves to institutionalize Vision Zero with the general public.

Engagement is especially important in communities that have traditionally been underserved, such as the low-income and minority communities in North Philly and West Philly. Philadelphia is a majority minority city and the poorest big city in America; residents have historically had strained relationships with law enforcement and special care will need to be taken to ensure that these communities feel that their interests are being served.

strategies

The following presents strategies that aim to address the challenge of public acceptance and institutionalization of Vision Zero that Philadelphia faces. Unlike the previous chapters, the strategies presented here fit less neatly into short-, medium-, and long-term bins. Strategies presented in this chapter are ongoing and stepped in terms of implementation. These strategies are separated into four categories: Legislative Authority, Institutional Practice, Community Leadership, and Individual Proficiency, categories that loosely align with the Spectrum of Prevention, a systematic tool that has been used to develop a multifaceted range of activities for initiatives in traffic safety, violence prevention, nutrition, and fitness. It recognizes that outcomes are not just caused by design or environmental factors, but cultural and behavioral change.

The strategies discussed in the following sections all serve to enable public engagement to support a culture change in Philadelphia. However, these strategies will be difficult to achieve without additional resources (including personnel) available to the city, who can support existing staff members in public engagement activities. oTIS, for example, has a vacant community engagement position. Filling this position could enable existing staff to focus their efforts on other aspects of the Vision Zero program. Funding for this position could come from a variety of sources, such as private philanthropic organizations including the William Penn Foundation and Bloomberg Philanthropies, which has pledged over \$200 million in grants to cities across the country, including Philadelphia. It is important to note, however, that communications and outreach, especially staff members dedicated to these activities, sometimes have a lower priority within city government. More visible, and necessary, engineering changes, like street resurfacing, are often, rightfully so, given higher priority than staffing needs.



Legislative and Legal

Operations and Praxis

Guiding Principles for Culture Change

Legislative and Legal

Legislative strategies refer to those strategies that seek to institutionalize Vision Zero within the municipal government and garner support for Vision Zero initiatives. While these strategies may not directly amend regulations or legislation, they do serve to support systematic political change, which is imperative for the long-term success of Vision Zero.

The legislative strategies are:

- Cultivate (extra-)mayoral leadership to empower Vision Zero at the city staff level.
- Strengthen authority of city agencies to implement Vision Zero projects.

Operations and Praxis

Operational strategies refer to those strategies focused on amending operational activities and practices within city agencies. Like the legislative strategies, these strategies intend to help institutionalize a new culture of safety in the city, serving to push knowledge of Vision Zero out to all employees of city agencies and to streamline data sharing among agencies and to the public.

The operational strategies are:

- Expand knowledge and practice of Vision Zero to city employees at all levels.
- Enhance crash information available to the public and to city agencies.

The Spectrum of Prevention

Originally developed by Larry Cohen, targets six complementary areas that have a greater effect when implemented together than possible from any single activity.

Community Leadership

We adapted four pillars or guiding principles for Vision Zero based on the Spectrum of Prevention.

Community Leadership

The third category of engagement strategies involves facilitation with city community leaders, both as representatives of the public at large and as gateways to policy and resources surrounding Vision Zero.

Strategies discussed in this section are:

- Formalize advisory roles in the Task Force for stakeholder advocates.
- Foster traffic safety advocacy efforts in the form of coalitions and community networks,

Individual Proficiency

The fourth category of engagement strategies involves expanding individual knowledge of Vision Zero throughout the broader Philadelphia community. Strategies here intend to both measure public support and understanding of Vision Zero as well as strategies to market the program to the public.

Strategies to empower individual knowledge are:

- Measure public support/knowledge for Vision Zero.

Individual Proficiency

focus area #1

LEGISLATIVE AND LEGAL

strategy #1a

Cultivate (extra-) mayoral leadership

Research has shown that strong leadership at high levels of government is important for successful Vision Zero programs. Critical to the success of Vision Zero is a public commitment from high-level leaders in a city, generally the mayor. Public commitment in the form of an executive order is not enough to truly demonstrate mayoral leadership in Vision Zero programs, however. The establishment of a program must be followed with prioritization of Vision Zero within the administration as well as an allocation of resources to enable action.

Philadelphia's Vision Zero program was born out of an executive order from Mayor Kenney, however, other policy priorities have competed for attention and resources. For example, Mayor Kenney's first budget focused largely on anti-poverty initiatives, including the creation of community schools, the expansion of preschool programs, and investment in parks, recreation centers, and libraries (e.g. Rebuild). However, some strategies can be undertaken to institutionalize Vision Zero at the staff level, thus making the policy less political and less subject to mayoral preference.

In Philadelphia, the mayor is empowered to restructure the city government when they take office, meaning that entire departments can shift and change when a new mayor begins his post. Despite this, there are still opportunities to institutionalize Vision Zero at a leadership level. The city government is comprised of both civil service and non-civil service employees. In general, civil service posts require an extensive hiring process which includes sitting for exams, but these employees tend to remain in their posts during administrative transitions. Thus, housing Vision Zero with a high ranking civil servant may

serve to instill the program within the city government, regardless of structural changes.

Currently the Streets Department is almost entirely staffed by civil servants, while oTIS is largely non-civil service. Shifting oTIS to the civil service model could be one way to decouple Vision Zero from a more transient structure. Although disruptive, one possibility is to transition oTIS into civil service positions. To do so, the Streets Department could expand and create a new division for planning and policy, thereby creating a new transportation department that includes both Streets and oTIS, where all positions are civil service. This would allow Vision Zero to remain housed in the Department of Complete Streets while simultaneously making that office more permanent.

strategy #1b

Strengthen authority to implement projects

City government in Philadelphia is structured to endow the mayor broad power to legislate and manage the city. However, the members of the city council hold power over land use decisions due to councilmanic prerogative, a power granted to members of city council through state law that gives councilmembers veto power on land use and public property decisions in their districts. While councilmanic prerogative is largely intended for land use decisions, councilmembers have used it in street design projects. In 2012, the City Council enacted an ordinance that requires the council's approval of any bike lanes that would eliminate parking spots or vehicle lanes, essentially giving district council members direct authority over small street design decisions.

While used less frequently for street design projects, councilmanic prerogative allows, and in some ways encourages, very local interests to outweigh citywide interests and policies. To combat this, the Vision Zero Task Force can reclaim street design decisions, thus strengthening the authority of implementing agencies to execute Vision Zero projects. Given that this is a power that the City Council currently holds, it is unlikely that council members will warm to the idea of losing authority; however, there are other short-term strategies that can help lay the groundwork for this shift in power. For example, councilmembers

can be encouraged or incentivized to champion, instead of oppose, Vision Zero interventions that are good and benefit the people of Philadelphia. This will help ensure that when Vision Zero projects require council action, district councilmembers will be supportive.

Although a challenging task, garnering support for Vision Zero from both council members and the general public can be achieved in the short-term. In its first year with Vision Zero, the City has already made significant strides in expanding public knowledge and understanding of Vision Zero and its priorities. This includes the launch of the "We Meet in the Street" public educational campaign, the "Behind the Big Wheel" interactive campaign, and the Vision Zero Citizens Planning Institute elective course. In addition, the task force is in the process of developing an engagement plan. The formalization of an engagement plan in conjunction with existing engagement strategies will serve to enhance public understanding of and support for Vision Zero. Several additional engagement strategies including establishing a yearly Vision Zero survey and a marketing plan, discussed in detail in proceeding subsections of this chapter, could become part of the Vision Zero Engagement Plan.

Shoring up public acceptance of Vision Zero and its priorities is a good first step in gathering support from City Council members. As more constituents understand and support Vision Zero, council members will put safety at the top of their agenda. It is likely that this will happen naturally as Vision Zero matures in Philadelphia and citizens start to see positive impacts from the program. However, this also requires constituents and local community organizations to be vocal about their support for safety projects. Beyond this, however, it is important that there are strategies that directly address council member engagement. As is noted in the Vision Zero One-Year Update, oTIS has an ongoing practice of engaging City Council members through meetings and site visits. This is a useful practice, and one that should continue throughout the length of Vision Zero.

focus area #2

OPERATIONS AND PRAXIS

strategy #2a

Expand knowledge of Vision Zero

Vision Zero is built around the understanding that traffic safety is about more than just transportation. Programs are centered on finding innovative ways for different sectors to collaborate with one another in order to create safer streets. Successful Vision Zero programs tend to be the programs that find ways for everyone involved to collaborate effectively. A part of this is ensuring that everyone at an agency or organization that has any involvement with Vision Zero has a keen knowledge and understanding of the program's priorities. While buy-in and promotion of Vision Zero at a leadership level is needed, equally important is buy-in and promotion of Vision Zero by those further down the command chain. While leadership sets an agenda, it is those lower down the chain that develop and implement projects.

The Task Force included several strategies in the Three-Year Action Plan focused specifically on developing departmental-specific trainings and outreach materials, most of which were already completed or underway by the end of year one of the program. These strategies include:

- Develop "Safety Six" Traffic Code cheat sheet for PPD officers;
- Continue Complete Streets training for planners and engineers designing a multimodal transportation system;
- Engage City Council and state level elected officials through meetings and site visits;
- Continue existing work of information sharing with city agencies; and
- Develop a series of traffic safety trainings for PPD roll call.

These strategies serve as a strong starting point in the short-term, but additional short- and medium-term strategies may be added to help instill the values of Vision Zero throughout city agencies. One strategy here is to expand the traffic safety trainings developed for PPD to all agencies involved in Vision Zero. Trainings could be administered at agency- or departmental-wide meetings for existing employees and as part of onboarding and orientation for new employees. This would help establish Vision Zero as a priority at the staff level within agencies as well as provide employees with data and resources about Vision Zero.

The “Safety Six”

1. Reckless/careless driving
2. Red light- and stop sign-running
3. Driving under the influence
4. Failure to yield
5. Illegal parking
6. Distracted driving

Engagement Item 1.3 from the Three Year Action Plan identifies six of the most dangerous driving behaviors. oTIS and PPD are working to develop training to help target enforcement.

*Source: Vision Zero PHL
Three-Year Action Plan*

strategy #4

Improve publicly available data

A key tenet of Vision Zero programs is that they are data-driven. In Vision Zero programs across the United States, cities use data to understand where crashes are happening, why they are happening, when they are happening, and who they are happening to. Data is used to ensure limited resources are going where they are most in need and to help provide transparency for the public.

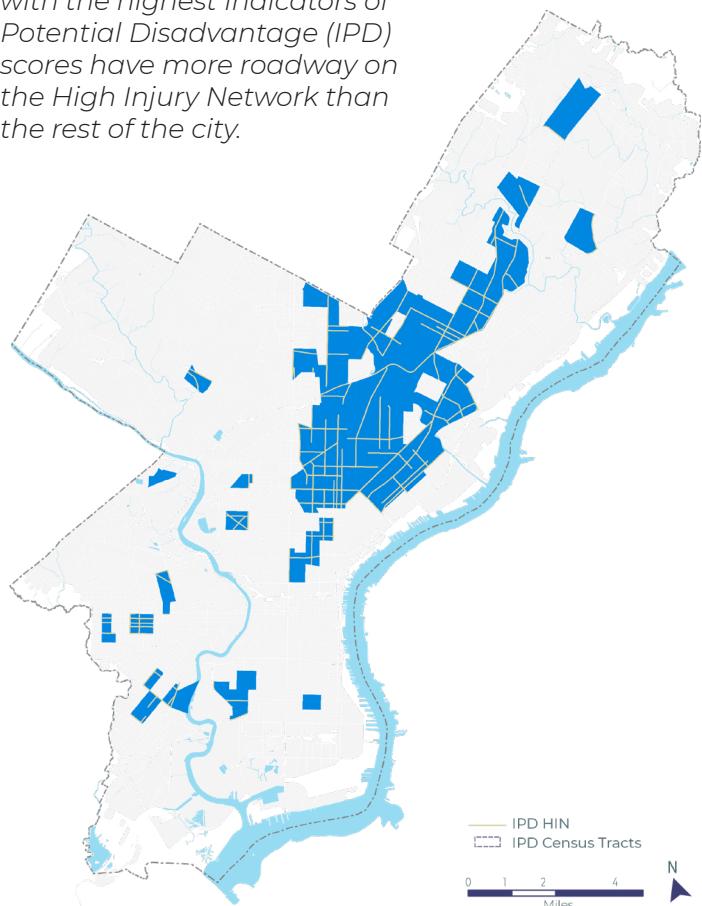
Philadelphia's Vision Zero program has put data at the forefront. Prior to publishing the Three-Year Action Plan, the City worked with counterparts at the Pennsylvania Department of Transportation (PennDOT) to collect and collate crash data on Philadelphia's roads and developed the High Injury Network. The current focus of data and evaluation is to analyze crash data to prioritize Vision Zero, coordinate data collection, and report data publicly. The City has put forth significant effort to standardize the collection of data and share it with the public. On the Vision Zero webpage are two interactive maps, one that displays the HIN and KSI crashes and one that shows Vision Zero projects.

These maps are excellent for sharing information with the public in an interactive way. However, the information provided on the maps could be enhanced. Adding additional data from crash reports to the crash map, for example could allow for more nuanced analyses. Currently, the only crash information that is included are injury type (e.g. fatality or severe injury), age and gender of victim, travel mode of victim, and year of incident. Crash reports include information on time of day, existing weather and road conditions, as well as factors contributing to the crash, all of which could be useful to include in a public facing web application. In support of this strategy, the Philadelphia Department (PPD), is currently rolling out a new electronic crash report system, which could ultimately be integrated into a citywide crash databases as well as public facing webmaps.

In addition, collecting data on race and socioeconomic factors could galvanize support from the public. For example, the Task Force could work with the Delaware Valley Regional Planning Commission (DVRPC) to integrate analyses related to the nine Indicators of Potential Disadvantage, which considers

Disadvantaged neighborhoods have 40% more dangerous roadway

Census tracts in Philadelphia in with the highest Indicators of Potential Disadvantage (IPD) scores have more roadway on the High Injury Network than the rest of the city.



low-income status, race, and ethnic minority, among other factors.

In the long term, a combined and integrated tool that allows users to run queries and reports on the crash data, similar to the Transportation Injury Mapping System (TIMS) developed by SafeTREC at the University of California, Berkeley. Having all Vision Zero related data in one place for the public to interact with would provide increased transparency and ease of use.

focus area #3

COMMUNITY LEADERSHIP

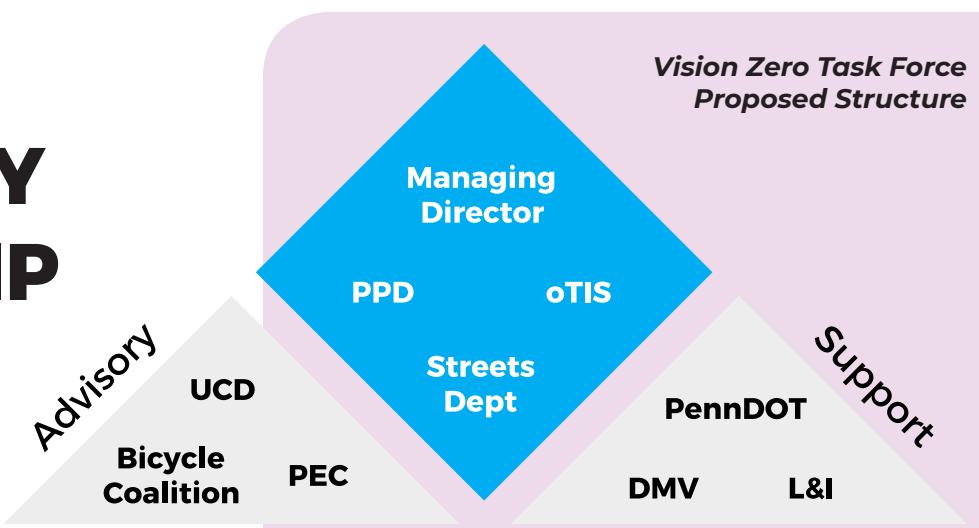
strategy #3a

Formalize advisory roles in the Task Force

Currently, the Vision Zero Task Force mostly includes administrative agencies responsible for the research, design, and implementation of traffic safety practices. While these members perform key responsibilities for improving traffic safety, the focus on data has neglected the experiences of road users. As much as we love boggling over HIN statistics, the expertise of our residents is the very information (data) that can save the most lives because they can tell us their needs.

Creating formal advisory roles for non-governmental organizations will create avenues for the most vulnerable road users to have a voice in Vision Zero. Inversely, these organizations can serve to spread Vision Zero's message to those same vulnerable populations. Currently, five members of the mayor-appointed Task Force represent vulnerable populations. Advocates for vulnerable modes (distinct from vulnerable populations) like the Bicycle Coalition of Greater Philadelphia or Feet First Philly do not officially participate in any subcommittee. That said, as one of Philadelphia's most powerful transportation advocacy groups, the Bicycle Coalition, in particular, does have say in Vision Zero in the City.

Our proposal suggests a formalization of the Task Force's core, supporting, and advisory roles in order to strengthen the advocacy roles of agencies and organizations not directly involved in traffic safety initiatives.



"Creating formal advisory roles will create avenues for the most vulnerable Philadelphians to have a voice in Vision Zero."

- First, core decision-making agencies are governmental agencies like oTIS, PPD, and Streets, who have major roles in all sub-committees.
- Next, supporting governmental members can support the task force with expertise on operations involving stakeholders or on various sub-committees: Licenses & Inspections, the DMV, SEPTA, DVRPC, and others. Also, liaisons to facilitate relationships with non-participating agencies, including City councilmembers, the District Attorney's office, or the state legislature can preemptively resolve conflicts, such as opposition to bike lanes or parking removal.
- Finally, advocacy roles should be filled by representatives for different stakeholders: transit riders, pedestrians, cyclists, and even drivers; community development corporations, business improvement districts and non-profit groups. Vision Zero Task Forces nationwide include transit and modal advocacy groups, youth organizations, Institutes on Aging, advocacy groups for communities of color and the poor, among others.

We pledge,

as the Vision Zero Task Force, to incorporate the Vision Zero Action Plan goals, principles, and values into everything our departments, agencies, and organizations do. We commit to zero fatalities by 2030.



Michael DiBerardinis
Managing Director



Michael Carroll, P.E. [Chair]
Office of Transportation and Infrastructure Systems



Richard Ross
Philadelphia Police Department



Kelley Yemen
Office of Complete Streets



Anne Padullon
Department of Planning &
Development



Richard Montanez, P.E.
Department of Streets



David Perri, P.E.
Department of Licenses &
Inspections



Dr. Thomas Farley
Department of Public Health



Louis Belmonte, P.E.
Pennsylvania Department
of Transportation (PennDOT)



Kathy Desmond
People's Emergency Center



Dr. William R. Hite
School District of Philadelphia



Michael Banks
African American Chamber of
Commerce



Scott Sauer
Southeastern Pennsylvania
Transportation Authority (SEPTA)



Nilda Iris Ruiz
Asociación Puertorriqueños
en Marcha, Inc. (APM)



Rick Sauer
Philadelphia Association of
Community Development
Corporations (PACDC)

strategy #3b

Foster traffic safety advocacy

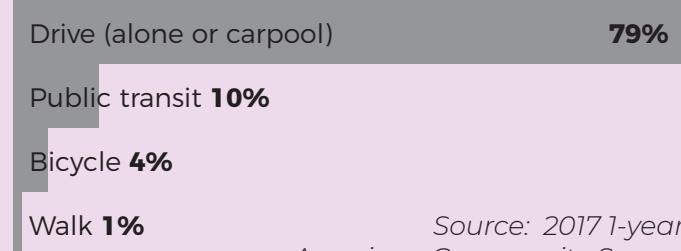
One particular challenge to bringing Philadelphia stakeholder representatives to the table is that the city lacks established transportation advocacy groups beyond the Bicycle Coalition of Greater Philadelphia. Feet First Philly is a project started in 2016 by the Clean Air Council, Philadelphia's "oldest environmental non-profit." 5th Square, a political action committee started in 2014, has introduced a Transit Committee to bring to light transit issues for urban Philadelphia, and Pennsylvania for Transit was launched in 2017 by Alex Doty, a former executive of the Bicycle Coalition.

Philadelphia does have a strong network of nonprofits advocating for other issues, and some of them, such as the Center City District and the People's Emergency Center, are active members of the Task Force or its subcommittees. These relationships should, over the life of Vision Zero safety policies, be leveraged to elevate traffic safety in the public eye. Organizations like community development corporations are created to support and revitalize communities, and a loss of life from crashes is not revitalizing.

At the same time, Philadelphia's general public and, accordingly, many of its advocacy groups, are strongly tied to and dependent upon their motor vehicles as their primary mode of transportation. This means that popular safety treatments protecting pedestrians and cyclists at the expense of vehicle comfort may not be received well. Traffic calming may be seen as a nuisance, especially in transit-poor regions to the north, where Roosevelt Boulevard sees 700 crashes and 10 deaths every year. Bike lanes may be seen as symbols of gentrification in poor neighborhoods where less than 1 percent of residents cycle to work. Business owners may protest that streetscape improvements taking away parking limits customer access.

Commuters in Philadelphia's Urbanized Area are more likely to drive than that of any other major coastal city except Los Angeles (85%) and Baltimore (83%).

Philadelphia Urban Area (PA-NJ-DE-MD) Mode Share



Source: 2017 1-year American Community Survey

This means that engagement is all the more necessary. The role of the communications officer proposed earlier in this chapter goes beyond managing relationships within city government; it includes the difficult process of bringing about cultural change at the community level. The city must use its relationships with organizations like CDCs to not only familiarize community leaders with Vision Zero principles, but also be able to share them with their constituents.

Currently, the African American Chamber of Commerce (AACC) and the Philadelphia Association of CDCs (PACDC) is on the Vision Zero Task Force. But, their websites provide little reference to the citywide policy. As members of the task force, PACDC could take more steps to establish traffic safety as a priority in our communities, not just housing or commercial development. The development of Vision Zero-related programming and services for business owners and community leaders can help to demonstrate that traffic safety is good for Philadelphia. In fact, safe, walkable streets are good for business: it's not just about taking away parking.

focus area #4

INDIVIDUAL PROFICIENCY

strategy #4a

Measure public support for and knowledge of Vision Zero

Data is a necessary part of developing and evaluating engineering and enforcement strategies and it should be equally as important in engagement strategies. While it can be challenging to measure public support or knowledge of a program, it is imperative for gauging the saturation of Vision Zero priorities into the culture of the city.

One way of measuring public support and knowledge is through yearly surveys of the public. Several different survey models exist. For example, Transportation Alternatives, a transportation advocacy organization in New York City, developed a 100 Person Poll, where they “stopped 100 random New Yorkers on the street to talk about whether or not their streets look and feel safe.” The poll asked basic questions including those which focused on how individuals

“I support using automated cameras to ticket speeding drivers.”



feel on the road, if they have been involved in a crash, their opinions on more controversial strategies, their knowledge of Vision Zero, and their perception of who is in charge of keeping streets safe. While the sample size of the survey is no doubt small, it provides an example for how Philadelphia could start measuring knowledge of and acceptance of Vision Zero. To expand the sample size, several 100 person surveys could be conducted throughout the city—perhaps having 100 person surveys for each planning or council district.

While surveying is time and labor intensive, it is important for assessing and understanding the public's engagement with Vision Zero, and even for directly improving awareness. Survey execution provides an opportunity to engage with the task force and community leaders to pool resources and work together.

With this kind of data, even obstinate City Council members could see that this city needs safety projects. With this kind of data—if we could show how much Philadelphians care about not dying on our streets—Vision Zero could change hearts and minds and make traffic safety a priority.

“I feel threatened by drivers when I’m in the crosswalk.”



I DON'T KNOW.

56%

SOMETHING

TO DO WITH

YOUR EYES?

14%

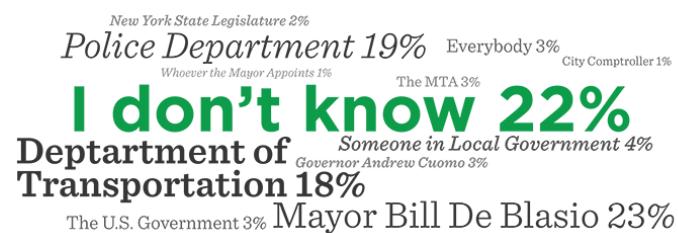


**Transportation Alternatives –
“100 Person Poll”**

In 2015, advocacy group Transportation Alternatives simply stopped 100 people on the street—about 20 from each of the five boroughs—and asked them how they felt about traffic safety. Most had no idea what Vision Zero was, but felt strongly about traffic safety.

Source: J Oberman Design

**“Who is in charge of
keeping New York
City streets safe?”**



THE END TO
TRAFFIC DEATHS
19%

SOMETHING
TO DO WITH
TRAFFIC LAWS?
11%

**“If we could
show how much
Philadelphians care
about not dying on
our streets—Vision
Zero could change
hearts and minds
and make traffic
safety a priority.”**