MEMORANDUM

January 15, 2016

TO: County Council

FROM: Cindy Gibson, Chief of Staff, Councilmember Berliner

SUBJECT: Introduction: Resolution to adopt Vision Zero in Montgomery County and urge the State of Maryland to also adopt Vision Zero

This resolution, sponsored by Lead Sponsors Councilmembers Berliner, Elrich, and Riemer and Co-Sponsors Leventhal, Navarro, Floreen, Rice, Katz, and Hucker, adopts the Vision Zero policy in Montgomery County and calls on the Executive to develop a departmental working group to adopt a Vision Zero Action Plan by October 1, 2016, with input from the public and the County’s Pedestrian, Bicycle, and Traffic Safety Advisory Committee. The resolution further requests that the State of Maryland adopt Vision Zero, as well.

This packet contains the following:

- Proposed Resolution: 1-2
- Vision Zero Network Fact Sheet: 3
- Councilmember Navarro Letter to Governor Hogan and Secretary Rahn: 6-7
- Councilmember Berliner and District 16 Letter to Governor Hogan and Secretary Rahn: 8-11

CG:dm
COUNTY COUNCIL
FOR MONTGOMERY COUNTY, MARYLAND

Lead Sponsors: Councilmembers Berliner, Elrich, and Riemer
Co-Sponsors: Councilmembers Leventhal, Navarro, Florean, Rice, Katz, and Hucker

SUBJECT: Resolution to adopt Vision Zero in Montgomery County and urge the State of Maryland to also adopt Vision Zero

Background

1. Road safety is a top public safety issue in Montgomery County. Every year, there are a significant number of crashes resulting in serious and fatal injuries to drivers, passengers, pedestrians, and bicyclists. In 2014 alone, the last year for which complete data is available, 74 pedestrians suffered severe injuries in crashes, with nine of them succumbing to their injuries. Just in the past three months, at least four pedestrians and bicyclists have been killed on the roads.

2. Montgomery County has taken previous diligent steps to address road safety issues. In 2002, County Executive Duncan convened a Blue Ribbon Task Force on pedestrian safety issues. In 2007, County Executive Leggett launched the county’s pedestrian safety initiative. The Council has subsequently passed legislation to adopt a new urban road code and to fund pedestrian safety activities. Despite these efforts, there are still too many fatalities on the roads.

3. Vision Zero is an international movement to put an end to fatal traffic crashes that relies on data-driven approaches to improve the engineering of roads, to conduct targeted education and enforcement, and to change laws to improve driver behavior and increase penalties for dangerous conduct on the roads. Boston, New York, Los Angeles, and Washington, D.C. are among the communities that have formally adopted Vision Zero in order to reach zero fatalities within the next few decades.

4. Our County can make a stronger commitment to road safety by adopting a similar strategy. Embracing Vision Zero through a comprehensive, multidisciplinary approach will lead to safer communities, benefiting all users of the road. These calmer, safer streets will bring with them stronger senses of community and more vibrant economic centers.
There are changes that will need to happen at the state level to promote safety for county residents. While the State of Maryland has adopted AASHTO's Toward Zero Deaths strategy, more must be done. Many crashes happen on state highways maintained by the Maryland State Highway Administration. Traffic laws are set at the state level. Montgomery County can, and should, be a leader in advocating for necessary state-level changes to improve safety.

**Action**

The County Council for Montgomery County, Maryland approves the following resolution:

The Montgomery County Council adopts Vision Zero. By October 1, 2016, the Executive will report to the Council on a Vision Zero Action Plan that includes, but is not limited to, (a) a date by which to achieve zero deaths, (b) a set of activities that County agencies will take to implement the Action Plan, and (c) a set of recommended policy changes at the state and local levels.

The Executive will designate a working group to develop this Action Plan, which shall include members of the Police Department, Department of Transportation, Montgomery County Public Schools, Montgomery-National Capital Parks and Planning Commission, and the State Highway Administration. The working group will provide opportunities for the public to comment on the plan during its development. The working group will further submit a draft plan for consideration by the Pedestrian, Bicycle, and Traffic Safety Advisory Committee and the general public.

The Montgomery County Council also calls on the State of Maryland to adopt Vision Zero. It plans to work with the Montgomery County Delegation to advance necessary legislative changes at the state level to adopt and implement Vision Zero for the entire state and our community.

This is a correct copy of Council action.

Linda M. Lauer, Clerk of the Council
9 Components of a Strong Vision Zero Commitment

Based on the experiences of early-adopter cities in the United States, these nine components have proven to be an effective high-level framework for communities considering a Vision Zero commitment. While these are not the only factors to consider, they are critical aspects to ensure a strong and lasting commitment to Vision Zero.

### POLITICAL COMMITMENT
The highest-ranking local officials (Mayor, City Council, City Manager) make an official and public commitment to a Vision Zero goal to achieve zero traffic fatalities and severe injuries among all road users (including people walking, biking, using transit, and driving) within a set timeframe. This should include passage of a local policy laying out goals, timeline, stakeholders, and a commitment to community engagement, transparency, & equitable outcomes.

### MULTI-DISCIPLINARY LEADERSHIP
An official city Vision Zero Taskforce (or Leadership Committee) is created and charged with leading the planning effort for Vision Zero. The Taskforce should include, at a minimum, high-ranking representatives from the Office of the Mayor, Police, Transportation (or equivalent), and Public Health. Other departments to involve include Planning, Fire, Emergency Services, Public Works, District Attorney, Office of Senior Services, Disability, and the School District.

### ACTION PLAN
Vision Zero Action Plan (or Strategy) is created within 1 year of initial commitment and is implemented with clear strategies, owners of each strategy, interim targets, timelines, & performance measures.

### EQUITY
City stakeholders commit to both an equitable approach to Vision Zero by establishing inclusive and representative processes, as well as equitable outcomes by ensuring measurable benchmarks to provide safe transportation options for all road users in all parts of the city.

### SYSTEMS-BASED APPROACH
City leaders commit to and prioritize a systems-based approach to Vision Zero — focusing on the built environment, systems, and policies that influence behavior — as well as adopting messaging that emphasizes that these traffic losses are preventable.

### DATA-DRIVEN
City stakeholders commit to gather, analyze, utilize, and share reliable data to understand traffic safety issues and prioritize resources based on evidence of the greatest needs and impact.

### COMMUNITY ENGAGEMENT
Opportunities are created to invite meaningful community engagement, such as select community representation on the Taskforce, broader community input through public meetings or workshops, online surveys, and other feedback opportunities.

### TRANSPARENCY
The city's process is transparent to city stakeholders and the community, including regular updates on the progress on the Action Plan and performance measures, and a yearly report (at minimum) to the local governing board (e.g., City Council).

For more visit the Vision Zero Network at visionzeronetwork.org.
Questions or ideas? Contact leah@visionzeronetwork.org.
The District's FY16 budget created a Vision Zero Fund with $500,000 as an initial down payment. Agencies across the District government have identified key funding needs in implementing this Action Plan, and the first year's funding has been allocated according to need and priority.

**VISION ZERO FY16 FUND**

<table>
<thead>
<tr>
<th>Department/Public Works</th>
<th>Office of Disability Rights</th>
<th>District of Columbia Public Schools</th>
<th>Deputy Mayor for Health and Human Services</th>
<th>District Department of Transportation</th>
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<td>$100,000</td>
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**VISION ZERO AIMS TO PROTECT EVERYONE**

We all need safe streets. Whether you live, work, or play in the District, you deserve a safe trip to and from your destination. We call on everyone who travels on our streets for their help as we strive to realize Vision Zero.

As a traveler of the Washington metropolitan region, I pledge to contribute to the collective well-being, health and safety of our community. When traveling to, to, and from Washington, D.C., I will intentionally:

- Know and abide by all the rules of the road as they apply to walking, biking, and driving;
- Refrain from aggressive driving, distracted driving, and impaired driving;
- Protect the most vulnerable travelers by being alert for people walking, wheeling, and riding, and;
- Prioritize the safety of myself and others above all else.

Visit www.dcvisionzero.com to take the pledge!

**SERIOUS CRASHES HAPPEN EVERYWHERE IN THE DISTRICT, IN EVERY WARD, ON NEARLY EVERY STREET.**

The goal of Vision Zero is straightforward: zero fatalities or serious injuries on our roads, because no loss of life is acceptable. In February 2015, Mayor Bowser launched Vision Zero, joining with mayors across the country in response to U.S. Transportation Secretary Anthony Foxx's Mayors' Challenge for Safer People and Safer Streets. The Action Plan is the result of ideas, feedback, and input of transportation safety advocates, community organizations, and our residents. It is our playbook for the first years of Vision Zero.

**THE POPULATION OF ACROSS ALL DISTRICT EIGHT WARDS AND ALL AGE GROUPS NEARLY DOUBLES**

**CONCERN ONE**

**Distracted Drivers**

**CONCERN TWO**

**People Ignoring Traffic Signals**

**CONCERN THREE**

**TRAVELERS INEVITABLY MAKE MISTAKES RESULTING IN TRAFFIC CRASHES AND DEATHS.**

**CONCERN TWO**

**People Walking**

**40% OF ALL CRASHES IN THE DISTRICT**

**CONCERN THREE**

**People Biking**

**WE NEED TO WORK REGIONALLY**

**PEOPLE IN VEHICLES**

**57% DIE IN CRASHES**

**PEOPLE WALKING**

**7 DIE IN CRASHES**

**PEOPLE BIKING**

**SHARED ROADS ARE SAFE. WE NEED TO WORK REGIONALLY**
INJURY CRASHES
2010-2014

Vision Zero touches everyone. Safety data indicates that there are particularly vulnerable users of our transportation system: pedestrians of all ages and abilities (including people with mobility challenges) and people on bicycles. However, drivers and passengers in cars, trucks, motorcycles, buses, and other motor vehicles are also killed and seriously injured each year on our streets.

ARTERIALS & CRASHES
2010-2014

15 arterial corridors with multiple total fatalities accounted for more than half of all pedestrian and bicycle deaths between 2010 and 2014. These corridors provide an opportunity for speed reduction and safety improvements through Vision Zero.

SPEED & CRASHES
2010-2014

The District's current speed limit is 25 mph unless otherwise posted. However, many corridors have higher speed limits. If a vehicle traveling at approximately 20 mph strikes a pedestrian, the likelihood of the pedestrian surviving is about 94 percent. When the vehicle is traveling approximately 50 mph, the likelihood is 23 percent. Mapping injury crashes against the District's street hierarchy shows that a lot of injuries occur along major streets. This is partly because of exposure—there are more vehicles on bigger streets, meaning more opportunities for crashes—but some also reflects the role of speed in safety.

CREATE SAFE STREETS

Streets should be designed for all users and need to be built to account for inevitable human errors. Safe streets require short and long-term engineering and capital improvements, as well as data-based analysis, education around safe behavior, and enforcement. Some of the strategies for Create Safe Streets are:

- Codify a complete street law and pilot protected intersections
- Enhance risk analysis and strengthen evaluation
- Create opportunities for safety through placemaking

The District's Comprehensive Plan and Small Area Plans call for urban design improvements and green infrastructure that enhance the public realm, and provide community amenities. Several of these locations overlap with areas of high-crash frequency. Vision Zero will capitalize on these opportunities using both temporary measures and full-scale reconstruction to make neighborhoods safer and more enjoyable.

PROTECT VULNERABLE USERS

Younger and older people, people biking, people walking, and people with disabilities are all more vulnerable to serious traffic injuries and fatalities. Vision Zero Strategies reflect different levels of reaction time and agility to allow all people to travel safety. Some of the strategies for Protect Vulnerable Users are:

- Expand and upgrade sidewalks and bicycle network
- Improve quality and transparency of data related to exposure and modal counts, as well as data collection and analysis among nine District agencies that work with traffic records
- Change culture through large events, education for students and drivers, prevention of street harassment
- Strengthen commercial vehicle safety with new truck routes, signage, and side guards

To serve people walking, wheeling, and biking, the District's sidewalk and bicycle networks must be properly designed, kept in good condition, and equitably and reliably serve all eight wards. District agencies are committed to accelerating the pace and quality of maintenance and construction of this infrastructure.

PREVENT DANGEROUS DRIVING

Speeding and other forms of aggressive, distracted, and impaired driving are significant components of the safety challenges in the District. Curtailing habitual offenders is essential in making everyone safer. Some of the strategies for Prevent Dangerous Driving are:

- Expand photo enforcement to address safety concerns
- Implement enhanced boot-tow-release program for habitually dangerous scofflaw drivers
- Create arterial, neighborhood, and other safer zones
- Establish harsher penalties and stronger programs to prevent impaired driving
- Improve the safety of Public and Private Vehicles for hire

The statistics speak loudly: Between 2009 and 2013, there were 70 aggressive driving-related traffic fatalities, 53 impairment-involved traffic fatalities, and 9 distracted-driving-related traffic fatalities. Through legislation and rule making, Vision Zero will ensure that penalties for dangerous driving are appropriate, and programs to correct this behavior are effective.

BE TRANSPARENT AND RESPONSIVE

Vision Zero requires active participation from people of all ages and abilities using the District's transportation systems. The transportation system needs to be legible and responsive to the needs of all users. Transparent and publicly available data on the transportation system supports good ongoing decision-making by District agencies and users of the transportation system. Some of the strategies for Be Transparent and Responsive are:

- Publish timely open data and tools for geospatial analysis, report progress annually
- Conduct multi-agency safety analysis and rapid response
- Improve emergency response and patient transport times

Vision Zero commits to improve the District's collection, analysis, and transparency of data for the collective benefit of all stakeholders. Strategies in this theme call for regular geospatial analysis of crash data by mode, enforcement data by violation type, and other factors, all published in a central, easy-to-find location on the Vision Zero website.
January 6, 2016

Larry Hogan, Governor
100 State Circle
Annapolis, Maryland 21401

Pete K. Rahn, Maryland Secretary of Transportation
7201 Corporate Center Drive
Hanover, Maryland 21076

Gregory C. Johnson, State Highway Administrator
707 North Calvert Street
Baltimore, Maryland 21202

Dear Governor Hogan, Secretary Rahn, and Administrator Johnson:

On Monday, December 28, a 19-year-old man named Frank Towers was struck by an SUV and killed while riding home from work on his bicycle at the intersection of Veirs Mill Rd. (MD 586) and Turkey Branch Parkway. As you know, the area around this intersection has been a pedestrian and cyclist hazard for some time. Two people were killed within a mile of this intersection by cars last year.

While I am aware the Montgomery County Police Department (MCPD) and State Highway Administration (SHA) are currently reviewing this incident, I am urging your administration to take prompt action to increase pedestrian and bicycle safety at the intersection of Veirs Mill Rd. (MD 586) and Turkey Branch Parkway, as well as undertake a comprehensive review of all intersections along Veirs Mill Road (MD 586).

According to the Washington Post, SHA “has an active project underway to add additional flashers at this location...to address the occurrence of rear-end crashes...” While I am pleased some thought has already gone into making this intersection safer for vehicular traffic, I am concerned there is not enough emphasis on pedestrian and bicycle safety. As SHA continues to review traffic calming strategies for this area, I hope you...
will prioritize the need to reduce the number of accidents involving pedestrians and bicycles. I implore SHA to expedite its process in light of this most recent tragedy by taking swift action to resolve these serious safety deficiencies.

In 2015, Montgomery County experienced more than a dozen pedestrian and bicycle fatalities. The vast majority of these incidents occurred along State Roads. I look forward to working with your administration, the County's Department of Transportation and Police Department to reduce the number of these incidents to zero in 2016.

Sincerely,

[Signature]
Nancy Navarro
Councilmember, District 4

CC: Isiah Legget, Montgomery County Executive
J. Thomas Manger, Montgomery County Police Chief
Al Roshdieh, Acting Director, Montgomery County Department of Transportation
Nancy Floreen, Montgomery County Council President
Roger Berlinger, Chair, Transportation, Energy, & Environment Committee
Roger Manno, Senator (District 19)
Richard Madaleno, Jr., Senator (District 18)
Bonnie Cullison, Delegate (District 19)
Ben Kramer, Delegate (District 19)
Marice Morales, Delegate (District 19)
Al Carr, Delegate (District 18)
Ana Sol Gutierrez, Delegate (District 18)
Jeff Waldstreicher, Delegate (District 18)
November 16, 2015

Secretary Pete Rahn  
Maryland Department of Transportation  
P.O. Box 548  
7201 Corporate Center Drive  
Hanover, MD 21076

Dear Secretary Rahn,

We write to you concerning serious safety issues on two state highways in communities that we represent: River Road (MD 190) and Massachusetts Avenue (MD 396).

As you know, Councilmember Berliner recently hosted a Day of Action—an event supported by the State Delegation representing the affected areas—focused on road safety on these two state roads in light of recent fatalities to beloved members of our community. Along with our County’s Department of Transportation, Police, and Planning leadership, scores of community members participated, entreating drivers to be aware of both speed and distractions, and making suggestions for improvements.

We appreciated that you made two members of the State Highway Administration team, Christopher Bishop and Anyesha Mookherjee, available for that event. We hope that they have had an opportunity to convey to you the depth of feelings that they encountered.

Having listened to residents’ concerns and the work that State Highway Administration is undertaking, we offer the following recommendations to enhance pedestrian and bicycle safety, both along the specific roads and within Montgomery County and Maryland more generally. We have identified five (5) solutions that can be implemented immediately, four (4) in the short-term, and three (3) through longer-term policy changes.

**IMMEDIATE SOLUTIONS**

1. Crosswalks - As State Highway Administration has already committed to doing, all crosswalks on Massachusetts Avenue should be repainted to improve visibility and resident safety. The crosswalks at the intersection of River Road and Springfield Drive should be re-striped as ladder bar crosswalks in line with best practices and for ease of maintenance.

2. Pedestrian Improvements at River Road and Springfield Drive - The southeast corner of the River Road-Springfield Drive intersection was reconstructed without a completed sidewalk and...
curb cut to Springfield Drive. The "desire path" in the grass indicates the significant use of this incomplete segment. Previous to the project at River and Springfield, the sidewalk did extend all the way to Springfield Drive with ADA ramps. This segment of sidewalk should be reinstalled.

3. **Complete the installation of the new signals at River Road and Springfield Drive** - The new poles, with new APS push buttons to improve pedestrian safety, have been completed but have yet to be activated. This project should be completed at once.

4. **Install Traffic Light at River Road and Ogden Road** - Because of difficult sightlines at the intersection and the use of the intersection by Montgomery County Public Schools buses, the community believes a traffic light should be installed at Ogden Road.

5. **Other Improvements as Appropriate** - We request that SHA make use of their existing toolbox to install more advance pedestrian warning signs and other warning signs that alert drivers to pedestrians, bicyclists, and schools, as well as the need to reduce speeds ahead.

**SHORT-TERM SOLUTIONS**

1. **Adoption and Installation of Innovative Pedestrian Safety Tools by State Highway** - SHA can and should install the next generation of innovative pedestrian safety tools. These new approaches are currently not included in Maryland's Manual on Uniform Traffic Control Devices but have been approved for use by the Federal Highway Administration (FHWA). Three tools particularly stand out: Rectangular Rapid Flashing Beacons (RRFBs), Lead Pedestrian Intervals (LPIs), and HAWK signals. RRFBs allow pedestrians to push a button when they are ready to cross, activating bright, rapid-flashing LED lights on the pedestrian crossing sign that more effectively alert drivers to yield to the pedestrian. LPIs give pedestrians lead time to enter the crosswalk, improving their visibility to drivers and reducing conflicts with turning vehicles. HAWK signals, like the one on East Gude Drive, actually bring traffic to a red light stop when activated by pedestrians. All of these tools have been implemented successfully by the District of Columbia and many other locations throughout the nation. Sites on Massachusetts and River, as well as areas near schools, high incident areas, and bicycle-pedestrian priority areas, should serve as pilots for use of these tools that are now approved by FHWA and have demonstrated their value in reducing collisions in many other jurisdictions.

2. **Adoption and Installation of Radar Speed Signs to Reduce Travel Speeds** - Another useful tool that SHA should adopt is the use of radar speed signs. These signs are relatively inexpensive ($5,000-$12,000) and give a clear warning to drivers when they are traveling too fast.

3. **Installation of Pedestrian Refuges as Appropriate** - On stretches of road where other improvements are not advisable, even the installation of pedestrian refuges can improve pedestrian safety by reducing crossing distances. These should be installed more widely in our community within the existing right-of-way, especially at locations, like those on Massachusetts Avenue, with uncontrolled crossings with marked crosswalks.

4. **Protected Bike Lanes** - All the evidence shows that protected bicycle lanes improve bicycle safety, reduce conflicts among bicyclists, drivers, and pedestrians, and increase bicycling. Our county is moving forward with protected bicycle lanes in multiple locations, including state highways like Goldsboro Rd (MD 614). We need the state's support for these projects and for the state to pursue better bicycle infrastructure on their rights-of-way with us.
LONG-TERM SOLUTIONS

1. **Urban Road Design Guidelines** - SHA should adopt urban road guidelines that allow for more appropriate solutions in our dense urban environments where we want traffic to be slower and where we want more space for bicycles and pedestrians. Such guidelines have already been adopted by cities like Boston and Dallas, and Montgomery County passed its urban design standards in December 2014. Urban road design will allow SHA to treat communities with different needs in a manner appropriate for that area. This need is most acute in our County’s Bicycle and Pedestrian Priority Areas. State guidelines must be established and adopted by SHA that reflect the priority of affording safe walking and biking facilities in these areas.

2. **Setting Speeds in Urban and Residential Areas for Safety** - In line with changing our standards for designing state roads, SHA should take every effort to reduce speeds in dense urban and residential areas to improve safety for all users. If speeds are so high that pedestrians and bicyclists are put at risk, then speeds must be reduced through re-engineering and use of traffic calming measures, a key focus of our County’s pedestrian safety program.

3. **Join the Vision Zero Movement** - Our State should join with communities across the nation in setting a goal of 0 traffic deaths on our roads with a publicly committed date. Maryland has made tremendous progress in this regard. In 1968, 872 people died on our roads. Last year, in 2014, 442 people perished, the lowest on record. Unfortunately, pedestrian fatalities have not been reduced and now constitute a large share of our state’s traffic fatalities. The progress made in vehicular traffic safety must continue and extend to pedestrians and bicyclists until all of these preventable deaths are averted.

While we commend these recommendations to you, we have not ignored the important role Montgomery County can play in improving safety. In that regard, we will be reaching out to the Montgomery County Department of Transportation (MCDOT) about finishing the sidewalk project on Springfield Drive that will connect to the River Road intersection. This segment is an important final connection that was left incomplete due to the cost and complexity of constructing in that section of road. We hope to work with MCDOT on creative and new solutions. We also encourage the Montgomery County Police Department (MCPD) to continue its distracted driving and pedestrian safety enforcement, and for it to consider strongly additional speed cameras in areas of concern, particularly along key stretches of Massachusetts Avenue and River Road.

Mr. Secretary, we thank you in advance for your consideration of these recommendations, and we look forward to working with you to implement these badly needed safety improvements as quickly as possible. It is important that officials at all level of government work together to put forth flexible and innovative solutions to solve some of our traffic and safety challenges.
Sincerely,

Roger Berliner  
Councilmember, District 1  
Chair, Transportation, Infrastructure, Energy and Environment Committee

Susan Lee  
Senator, District 16

Bill Frick  
Delegate, District 16

Ariana Kelly  
Delegate, District 16

Marc Korman  
Delegate, District 16

Gregory Johnson, Administrator, State Highway Administration  
Cedric Ward, Director, Office of Traffic & Safety, SHA  
Brian Young, District 3 Engineer, SHA  
Christopher Bishop, District 3 Community Liaison, SHA  
Anyesha Mookherjee, District 3 Assistant Engineer – Traffic, SHA  
Captain Tom Didone, Traffic Division, MCPD  
Captain Dave Falcinelli, 2nd District Commander, MCPD  
Al Roshdieh, Director, MCDOT  
Bruce Johnston, Chief, Division of Transportation Engineering, MCDOT  
Richard Earp, Program Manager, Annual Sidewalk Program, MCDOT