City of Ann Arbor Pedestrian Safety & Access Task Force



Presentation to Ann Arbor City Council

Work Session September 14, 2015

www.a2gov.org/pedsafety

PRESENTATION OUTLINE

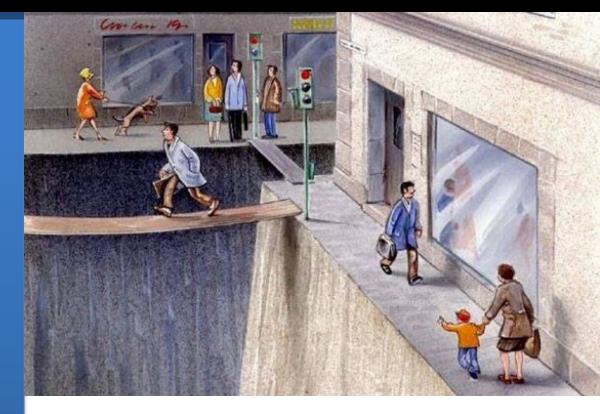
PowerPoint Presentation Part 1 (20 minutes)

Questions and Discussion (40 minutes)

PowerPoint Presentation Part 2 – Focus on snow and ice removal (10-15 minutes)

Questions and Discussion – Focus on snow and ice removal (45-50 minutes)

Additional Discussion as time permits



Meeting Purpose:

To present the Task Force's work and final recommendations, answer questions, and engage in discussion with the Task Force, the Mayor and City Council.

INTRODUCTION & BACKGROUND

Task Force Members:

- Scott Campbell
- Ken Clark (Secretary)
- Neal Elyakin
- Linda Diane Feldt (Chair)
- Owen Jansson
- Anthony Pinnell
- Sarah Pressprich Gryniewicz
- Jim Rees



- Council appointed Task Force 2013
- Began meeting April 2014
- Report recommendations to City Council in September 2015

COMMUNITY ENGAGEMENT

Community participation was integral to the Task Force's work. Community engagement included:

- ✓ Two rounds of focus groups with invited stakeholders (see report appendix page 33)
- ✓ Three community-wide meetings (see Google Drive for summaries)
- Online survey and A2 Open City Hall online discussion forum –over 1,400 participants (see Google Drive for reports)
- Public input at each Task Force meeting (see Task Force meeting discussion summaries)
- Maintaining a transparent process including the use of Google Drive that was widely disseminated
- Email correspondence (posted to Google Drive)
- \checkmark Attendance at city and university disability meetings
- Conversations on social media, with neighbors and friends, and more

COMMUNITY ENGAGEMENT PART 2 THE PRIORITIZATION PROCESS

There are many ways to determine priorities.

- The Task Force asked the public to participate in setting priorities for the draft recommendations. This was done through a community meeting, as well as in an A2 Open City Hall process.
- The Task Force also created preliminary working priorities for the recommendations.
- There was great agreement in the two sets of priorities. Based on this information, the Task Force set final priorities.
- These priorities are indicated by a blue diamond in the final report, and in the following slides.

PEDESTRIAN SAFETY AND ACCESS TASK FORCE RECOMMENDATIONS TO CITY COUNCIL

SEPTEMBER 2015



THE FIVE UNDERLYING ISSUES TO ADDRESS

Too often, walking is not an available, safe, comfortable or convenient choice.

Unfamiliarity and misunderstanding of traffic laws and local expectations.

A disconnect between roadway user expectations and physical conditions.

Failure to consider the perspective of all transportation system users.

Distracted roadway users

See report, page 6



"I was distracted for a moment. Go on."

SEVEN BEHAVIORS IDENTIFIED BY THE PUBLIC

Motorists passing other vehicles that are stopped for pedestrians in a crosswalk.

Motorists failing to stop for pedestrians at midblock crosswalks.

Motorists failing to stop for pedestrians at school crosswalks.

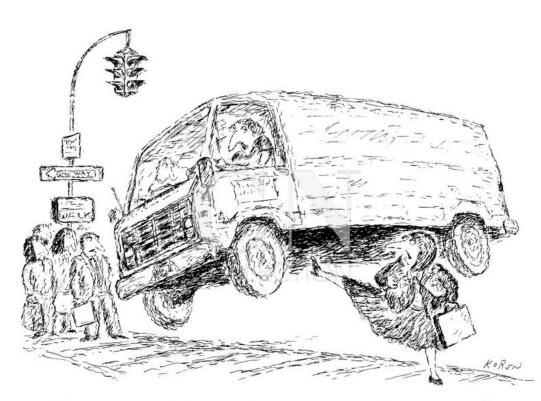
Motorists failing to yield to pedestrians when turning at intersections.

Inconsistent signing, marking and signaling of crosswalks.

Snow and ice accumulation on sidewalks and crosswalks.

Motorists speeding in residential neighborhoods.

See report, page 7



"In this city, Jack, you learn to respect the pedestrian."

GOAL: ZERO TRAFFIC FATALITIES

The following objectives directly respond to the five underlying issues:

- Improve Pedestrian Access and Encourage Use
- Improve Understanding of Traffic Laws and Local Expectations
- Improve the Physical Conditions of the Roadway and Pedestrian Environment to Reflect Best Practices for Pedestrian Safety
- Address the Needs of All Users
- Reduce Distractions and Minimize Consequences

GOAL: VISION ZERO

The City of Ann Arbor should embrace the Vision Zero concept and the following four principles upon which it is based:

- Ethics: Human life and health are paramount and take priority over mobility and other objectives of the road traffic system
- **Responsibility:** providers and regulators of the road traffic system share responsibility with users;
- **Safety:** road traffic systems should take account of human fallibility and minimize both the opportunities for errors and the harm done when they occur; and
- **Mechanisms for change:** providers and regulators must do their utmost to guarantee the safety of all citizens; they must cooperate with road users; and all three must be ready to change to achieve safety.

When implementing vision zero, the solutions should be evidence based and the priorities for improvements guided by data. See the appendix for additional resources on vision zero.

See report, page 9

OBJECTIVE NO. 1 IMPROVE PEDESTRIAN ACCESS AND ENCOURAGE USE

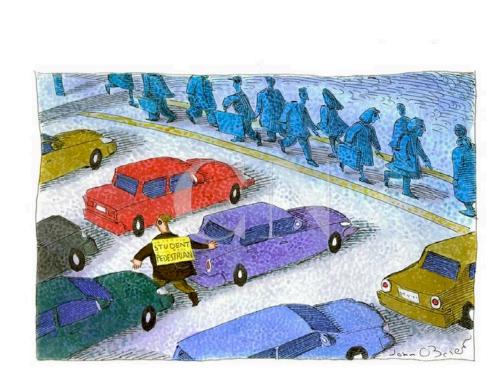
A. Implement Best **Practices for Complete** Street Planning and Design

B. Land Use Planning that **Promotes Pedestrian** Travel

C. Develop Placemaking Street Design Guidelines



D. Prioritization system to Eliminate Sidewalk Gaps





E. Enhance and Maintain **Pedestrian Network** Connectivity

See report, pages 10-12

OBJECTIVE NO. 1 CONTINUED IMPROVE PEDESTRIAN ACCESS AND ENCOURAGE USE

- F. Improve Pedestrian Access through Crosswalk Placement and Spacing
- G. Improve Crosswalk Maintenance
- H. Provide Safe and Accessible Pedestrian Routes in all Construction Zones
- I. Maximize Crossing Time for Pedestrians at Pedestrian Signals
- J. Provide Accessible and Responsive Pedestrian Push Buttons at Signals

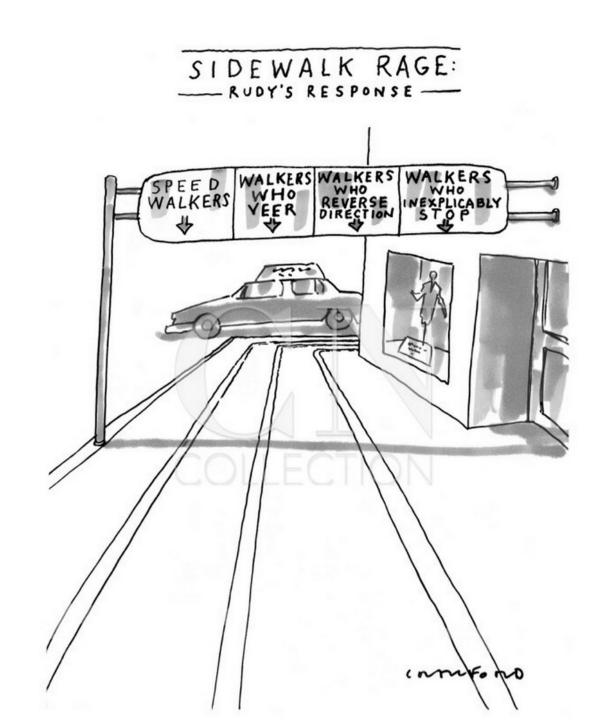


OBJECTIVE NO. 2 IMPROVE UNDERSTANDING OF TRAFFIC LAWS AND LOCAL EXPECTATIONS

- A. Preserve the Pedestrian Crosswalk Law
 - B. Adopt the Uniform Vehicle Code Definition of a Crosswalk
 - C. Regular Enforcement of Pedestrian Crossing Laws
- D. Targeted Enforcement Aimed at Improving the Yield Rates at Crosswalk Locations
- E. Stricter Enforcement for High Risk Areas
 - **F.** Motorist Education Through Enforcement
 - G. Pedestrian Education Through Enforcement
 - H. Community Buy-in

OBJECTIVE NO. 2 CONTINUED IMPROVE UNDERSTANDING OF TRAFFIC LAWS AND LOCAL EXPECTATIONS

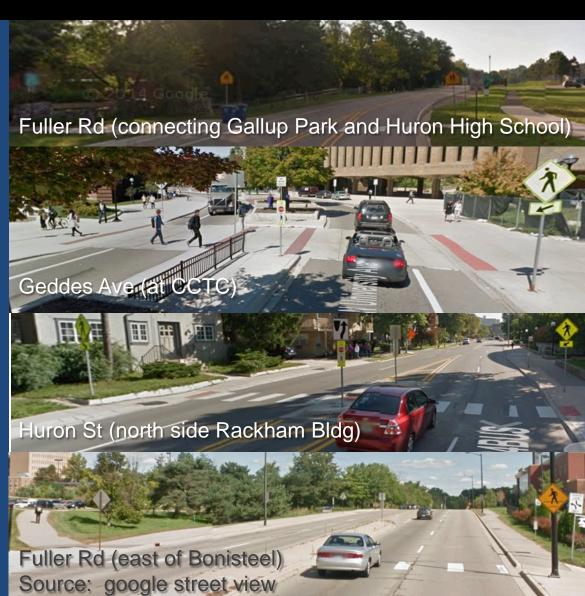
- I. Walk Defensively Program
- J. Provide Education Materials to Driver Education Programs
- K. Provide a Sustained Public Outreach Campaign
 - L. Zone Treatments to Address Identified Problems or Barriers to Pedestrian Safety
 - M. Implement Gateway Treatments
 - N. Set Priorities for the Sidewalk Snow Removal Ordinance Enforcement
 - O. Establish Sidewalk Snow Removal Enforcement Appeal Process



OBJECTIVE NO. 3

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

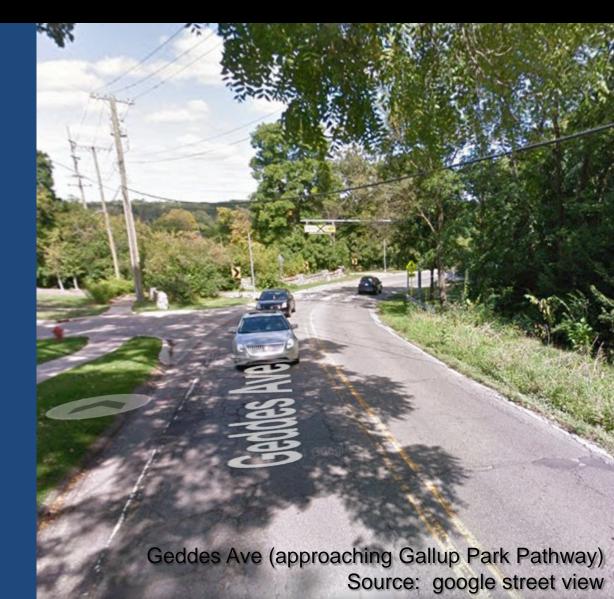
A. Adopt Design Guidelines that Promote Crosswalk Consistency



See report, pages 16-18

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

B. Improve Sight Lines Between Pedestrians and Motorists



IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

C. Improve Lighting at Pedestrian Crossings

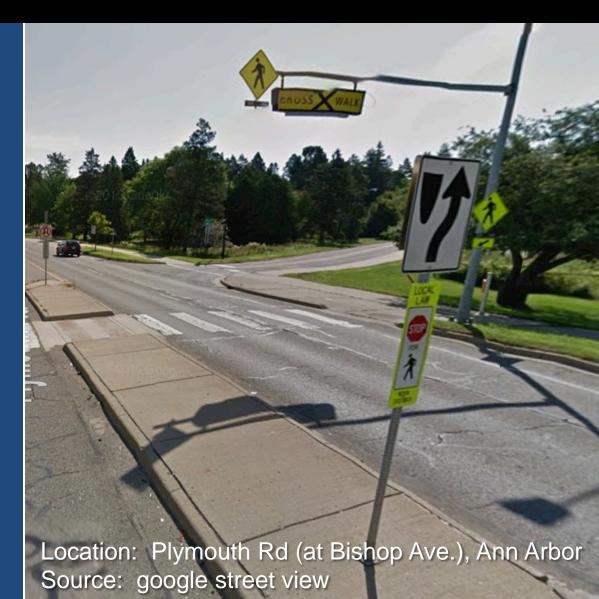


Location: Burnaby, British Columbia Source: Flying Penguin of Pacific Spirit Photography (psp@smartt.com)

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

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D. Utilize Active Warning Beacons at Crosswalks on Multi-lane Roads and Locations with Poor Visibility



IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

E. Utilize Advance Stop Bars at Unsignalized Mid-block Crosswalks

"Yield to Pedestrian Sign" on a Multi-Lane Road

Source: City of Ann Arbor Non-motorized Transportation Plan Update 2013 (p. 69)

[See also section 3B.16 of the Manual on Uniform Traffic Control Devices (MUTCD)]

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

F. Utilize Pedestrian Crossing Islands



Seventh St (south of washington St.), Ann A Source: google street view

Google

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

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G. Reduce Conflicts by Restricting Turning Movements "[t]he majority of these RTOR crashes involved a driver looking left for a gap in traffic and striking a pedestrian or bicyclist coming from the driver's right."

Preusser et al., "The effect of right-turn-on-red on pedestrian and bicyclist accidents", *Journal of Safety Research* (Impact Factor: 1.29). 06/1982; 13(2):45–55.



Source:

http://safety.fhwa.dot.gov/ped_bike/tools_solve/ped_scdproj/sys_impact_rpt/im ages/fig13s.jpg

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

H. Evaluate and Implement Alternative Signalization Approaches for Intersections with High Conflicts

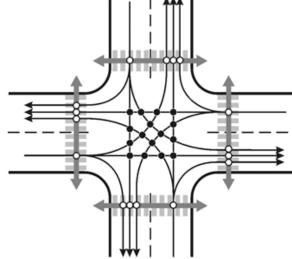


O Vehicle/Pedestrian Conflicts

Vehicle/Vehicle Conflicts

Source: FHWA, Signalized Intersections: An Informational Guide

http://safety.fhwa.dot.gov/intersect ion/signalized/13027/ch2.cfm



IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

I. Coordination of Transit Stops and Crosswalks "Placing bus stops past the crosswalk to avoid blocking the crosswalk." (Source: City of Ann Arbor Non-motorized Transportation Plan Update 2013 (p. 69)

Location: Fuller Rd (east of Bonisteel), Ann Arbor Source: google street view

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

J. Widen Shared Use Pathways



AASHTO Guidelines: 10' to 14' wide

Border-to-Border Trail

Source: (*

East Ann Arbor to Wayne County

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST **PRACTICES FOR PEDESTRIAN SAFETY**

K. Evaluate Red Rectangular Rapid Flash Beacons



Spot Devices

Source:

https://www.fhwa.dot.gov/publicat ions/publicroads/11marapr/03.cf m



This is the button to push to activate the new signal.

Ryan J. Stanton | AnnArbor.com

IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

L. Sidewalk Drainage



source: http://bloy.net/2013/07/21/sidewalk-puddle/



IMPROVE THE PHYSICAL CONDITIONS OF THE ROADWAY AND PEDESTRIAN ENVIRONMENT TO REFLECT BEST PRACTICES FOR PEDESTRIAN SAFETY

M. Ramp Drainage

Posted on Tue, Feb 8, 2011 : 11:20 a.m.

Snow melt, curb ramp design conspire to create enormous downtown Ann Arbor crosswalk puddles By Edward Vielmetti



An enormous puddle at the corner of South University and Church Street in downtown Ann Arbor. Meltwater from the recent snowstorms has accumulated in the sidewalk ramps at this corner and other sidewalk corners downtown.

Edward Vielmetti | AnnArbor.com



OBJECTIVE NO. 4 ADDRESS THE SAFETY AND ACCESS FOR ALL USERS

A. Make the Transportation System Accessible for All

- **B.** Minimize Conflict between Bicycles and Pedestrians
- C. Encourage Bicycles to stay off the Sidewalk in the Downtown
- D. Install and Maintain Rumble Strips at Roundabouts and at Midblock Crosswalks
- E. Implement a Sidewalk Snow Removal Education Campaign

F. Strengthen the Sidewalk Snow Removal Ordinance

- G. Improve Road Snow Removal Practices to Eliminate Snow Piles on Pedestrian Routes
- H. Research Feasibility of City Undertaking Snow and Ice Removal on Public Sidewalks
 - I. Provide Ice Mitigation Resources
 - J. Establish a Sidewalk Snow Assistance Removal Program

OBJECTIVE NO. 5 REDUCE DISTRACTIONS AND MINIMIZE CONSEQUENCES

A. Implement a Distracted Driving / Walking Campaign

B. Implement Local Ordinance that Bans the Use of Hand-held and Hands Free Devices by Vehicle Operators

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C. Implement Arterial and Collector Traffic Management to Encourage Driving Speeds of 30 mph or less



OBJECTIVE NO. 5 CONTINUED REDUCE DISTRACTIONS AND MINIMIZE CONSEQUENCES

D. Implement Local Road Traffic Management to Encourage Driving Speeds of 25 mph or Less

E. Work Toward Lower Speed Limits Citywide of 25 mph or Less

F. Lobby for Greater Local Control Over Speed Limits

G. Partner with Research Institutions

RECOMMENDED DATA COLLECTION

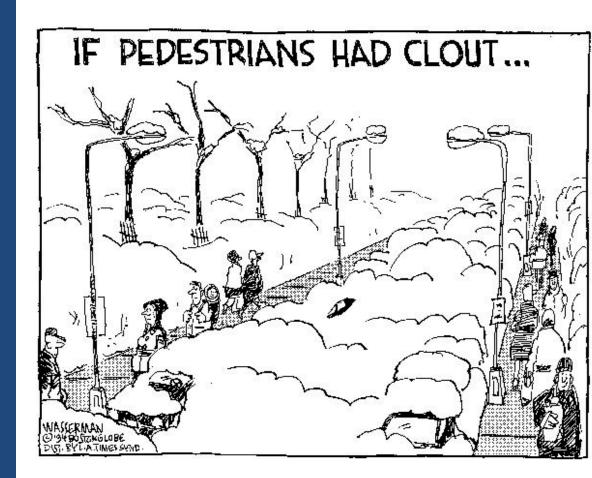
Understanding that there are limited resources available, the Task Force has identified a number of data resources that would be helpful in evaluating existing conditions and determining future improvements. *See report, page 26.*



IMPLEMENTATION STRATEGIES

1. Advocacy and Oversight

- A. Identify a Pedestrian Champion
- B. Establish a Standing Committee that Specifically Addresses
 Pedestrian Safety and Access



IMPLEMENTATION STRATEGIES CONTINUED

2. Planning

- A. Prepare a Pedestrian Safety Action Plan
- B. Update Goals and
 Objectives in Related
 City Plans
- C. Develop Implementation Scenarios for Recommendations in this Document
- D. Develop a Street Design Process/Approval Process



IMPLEMENTATION STRATEGIES CONTINUED

3. Funding

- A. Develop Prioritization System and Yearly Budget for Road Safety Design Funding
- B. Provide Incentives to
 Keep Pedestrian Routes
 Open During Construction
- C. Evaluate a Millage for Funding Pedestrian Improvements



Questions and Discussion

PEDESTRIAN SAFETY AND ACCESS TASK FORCE RECOMMENDATIONS TO CITY COUNCIL

SEPTEMBER 2015



City of Ann Arbor Pedestrian Safety & Access Task Force



City Council Work Session Snow and Ice Removal

www.a2gov.org/pedsafety

SNOW AND ICE REMOVAL – WHY WE ARE HERE (1/6)

DEFINE THE GOAL, DEFINE THE MEANS AND METRICS, ACCOMMODATE THE EXCEPTIONS

Why?

- Numbers of pedestrians are rapidly increasing: Young and old, working commuters, shoppers, students and joggers demand higher standards.
- The current ordinance and its enforcement are inadequate: Frustrated residents demand action after ice-covered sidewalks of recent winters.
- Compliance with the Americans with Disabilities Act is mandatory. All users of our public walkways have a right to safe and unobstructed use of those walkways, and all property owners have the responsibility to ensure this right.



- Public awareness and willingness to embrace the full civil rights and needs of persons with disabilities have outpaced our outdated ordinance.
- More pedestrians in winter translates into fewer cars on winter roads, and higher parking availability for those who have to drive (mutual benefits).

SNOW AND ICE REMOVAL – WHY WE ARE HERE (2/6)

Define the goal

Clear all snow and ice accumulation from sidewalks, ramps and crosswalks to empower safe access and mobility for <u>everyone</u> – not just for the few.

Define the means and metrics

- Enact and enforce a snow and ice removal ordinance that brings the City in line with the vast majority of northern U.S. cities, requiring complete removal and treatment within a specified short timeframe.
- Make the ordinance simple to understand and enforce, ensure it fulfills ADA requirements, and eliminate residual depth allowances for snow and ice <u>otherwise, you do not fulfill your goal</u>.

Accommodate the exceptions

- Pro-actively pursue strict compliance while allowing the same degree of fair, discretionary enforcement as for any other city ordinance based on objective assessment of conditions as well as firm pedestrian rights.
- Recommend low- and no-cost solutions to those in need of assistance.



SNOW AND ICE REMOVAL – WHY WE ARE HERE (3/6)

WHO ARE THE STAKEHOLDERS, WHO BENCHMARKS THE METRICS, WHO STANDS TO BENEFIT

Every single one of Ann Arbor's 117,000+ inhabitants

Everyone is a pedestrian. Increasing snow and ice accumulation and the surge of complaints to Community Standards in recent winters are driving pro-active enforcement of our current ordinance. The status quo must go. The urgency of safety and access was a prime mover to create the Task Force.

The Disabilities Community

The Ann Arbor Commission on Disability Issues and individual members of the Commission have met with the Task Force on multiple occasions and contributed their valuable knowledge, experience and recommendations. Members of the Task Force have met with the University of Michigan Council for Disability Concerns Pedestrian Safety to gain the Council's informed insight into what is lacking to fully empower <u>everyone</u> in the 21st Century.

Disabled veterans

<u>Listen</u> to the people who complain the least about intolerable conditions, who remain silent and stoic out of a sense of duty. They deserve your respect and consideration just as much as those who speak first and complain loudest.

SNOW AND ICE REMOVAL – WHY WE ARE HERE (4/6) BOUNDARY CONDITIONS

Climate Change and changing snow and ice accumulations Snow and ice accumulation patterns are changing here as everywhere else. The Task Force has documented on its website Ann Arbor's snow and ice accumulation development over the past decade. The City must gear its legislation to master the challenges we face. What's more, <u>City inhabitants who</u> <u>have to drive</u> will benefit greatly by creating an enabling environment that empowers and encourages <u>others</u> to walk in winter – safe access is key.

Added cost for those contracting removal services?

Ice and snow removal contractors already provide very low-cost services under the current ordinance. Users of these services for an average Ann Arbor bungalow currently pay about \$1.00 per day. Pricing of services that comply with a new ordinance eliminating the 1-inch removal threshold may rise slightly, but like every free-market business in America these highly flexible firms will <u>not</u> price themselves out of the market. The sector will remain highly competitive to meet demand. It works in every other American city, it will here. Sector firms state that until actual market pressure is active based on an ordinance in force, pro forma quotations can be considered non-binding.

SNOW AND ICE REMOVAL – WHY WE ARE HERE (5/6)

COMPARATIVE ANALYSIS WITH OTHER NORTHERN CITIES

The norm in most snowbelt cities

Across Michigan and the U.S. and Canadian snowbelt, most cities require property owners to remove <u>all</u> accumulation of snow and ice within 24 hours at maximum. Many use the immediate records of the National Weather Service to mark when snowfalls end. They do <u>not</u> allow a 1-inch threshold as Ann Arbor's current ordinance does because it is precisely that "negligible" 1 inch or less that melts and refreezes, causing the hard layer of impassable icepack to form.

Ann Arbor's Commission on Disability Issues asks:

Why can't we eliminate the 1-inch threshold and make Ann Arbor a Best Place to Live for persons with disabilities, too?



SNOW AND ICE REMOVAL – WHY WE ARE HERE (6/6)

COMPARATIVE ANALYSIS WITH OTHER NORTHERN CITIES

Example cities requiring removal of ALL accumulation:

Adrian, MI Battle Creek, MI Boise, ID Boulder, CO Brighten, MI Buffalo, NY Chelsea, MI Chicago, IL Cleveland, OH Columbia, MO Dearborn, MI Dexter, MI Duluth, MN Ferndale, MI Garden City MI Grand Rapids, MI

Green Bay, WI Grosse Point, MI Kalamazoo, MI Lansing, MI Livonia, MI Madison WI Manchester, MI Mandan, ND Marguette, MI Minneapolis, MI Missoula, MT New York, NY Northfield, MN Northville, MI Oberlin, OH Petoskey, MI

Pittsburgh, PA Plymouth, MI Pontiac, MI Port Huron, MI Rochester, NY **Rochester Hills, MI** Saline, MI South Lyon, MI Syracuse, NY Toledo, OH Warren, MI Westland, MI

Cities with 1, 2 or 4-inch snow clearing thresholds →

Ann Arbor, MI Ypsilanti, MI Novi, MI Iowa City, IA Jackson, MI **SNOW AND ICE REMOVAL** It Not About "More Shoveling"



The tools of the trade for removing accumulations of 1 inch or less are simple, fast and effective



SNOW AND ICE REMOVAL – RECOMMENDATIONS

STRENGTHEN OUR SIDEWALK REMOVAL ORDINANCE WHILE ALSO IDENTIFYING AND HELPING THOSE NEEDING ASSISTANCE

- 1. Strengthen the sidewalk snow removal ordinance by requiring removal of all accumulation within 12 hours. Enforcement to be pro-active not merely complaint-driven. Discretionary assessment to be fair but firm.
- 2. Provide single warning to violators per winter season, not per snowfall.
- 3. Close the existing enforcement loophole that lets violators off the hook when new snow falls within clearance window of previous snowfall.
- 4. Establish an enforcement appeal process guided by objective criteria.
- 5. Establish a sidewalk snow assistance removal program including public and private non-profit partnerships. Disabled residents and other residents who meet clearly defined, fair and measurable criteria for assistance can locate and use low-cost or no-cost help.
- 6. Improve and expand City crews' road snow removal practices to eliminate roadway snow piles and ice ridges at intersection and midblock crosswalks and bus stops. Assist and enforce clearance of sidewalk ramps.

SNOW AND ICE REMOVAL – RECOMMENDATIONS

INFORM AND EDUCATE THE PUBLIC ON WHAT THEY HAVE TO DO, WHY ITS REQUIRED, AND HOW TO GET ASSISTANCE IF NEEDED

- 1. Implement a sidewalk snow removal education campaign e.g. via city publications, online channels, summer and winter property tax bills, water bills, WasteWatcher and the city's website.
- 2. Clarify and assign responsibility for clearing snow and ice from bus stops. Remind those property owners responsible for a bus stop in writing e.g. on their property tax and water bills.
- 3. Publicize the sidewalk snow assistance removal program that networks those in need with low-cost or no-cost solutions.
- 4. Provide and inform the public of ice mitigation resources available free of charge at an expanded number of distribution points around the city.
- 5. Use effective yet environmentally-benign de-icing compounds in the city's sand and de-icer mixtures in line with recent recommendations by the city's Environmental Commission, and inform the public of its recommended use and benefits over the use of salt.

SNOW AND ICE REMOVAL

WE ALL GET BY WITH A LITTLE HELP FROM OUR FRIENDS.

FULL SNOW & ICE CLEARANCE IS MUTUAL HELP, MOBILITY FOR ALL.



ANN ARBOR IS BETTER WHEN WE COME TOGETHER

Questions and Discussion

PEDESTRIAN SAFETY AND ACCESS TASK FORCE RECOMMENDATIONS TO CITY COUNCIL

SEPTEMBER 2015

