MEMORANDUM

TO: Mayor and Council

FROM: Steven D. Powers, City Administrator

CC: Craig Hupy, Public Services Area Administrator
Cresson Slotten, Systems Planning Manager
John Seto, Safety Services Area Administrator

DATE: November 7, 2013

SUBJECT: Pedestrian Safety Efforts

City Council item DC-4 on the November 7, 2013 regular meeting agenda proposes to establish a Pedestrian Safety and Access Task Force that would "explore strategies to improve pedestrian safety and access within a framework of shared responsibility through community outreach and data collection, and will recommend to Council improvements in the development and application of the Complete Streets model, using best practices, sound data and objective analysis."

It is noted in the proposed resolution that developing a task force such as this is "one of the tools recommended for implementing the Complete Streets to consider steps toward the creation of a comprehensive Pedestrian Safety Action Plan." As inferred in this statement, there are other tools, or components related to the matter of pedestrian safety. Attached are draft outlines prepared by City staff for other key aspects of an overall strategy to improve pedestrian safety and access in the City of Ann Arbor:

- Community Outreach & Engagement
- Engineering
- Evaluation
- Communications
- Enforcement

In order to provide the greatest potential for success in the efforts of the proposed task force, if created, and more broadly the establishment of a comprehensive Pedestrian Safety Action Plan for the City, a detailed work plan weaving each of these five

components into a thoroughly integrated effort will be necessary. This work plan will be developed by staff as they move into the next phase of this effort toward improving pedestrian safety in the City.

A. INTRODUCTION

As stated in the proposed City Council resolution, *the Pedestrian Safety and Access Task Force will explore strategies to improve pedestrian safety and access within a framework of shared responsibility through community outreach and data collection, and will recommend to Council improvements in the development and application of the Complete Streets model, using best practices, sound data and objective analysis*

Following is a proposed approach for Community Outreach and Engagement utilizing outside, professional facilitation services to support the Task Force in their efforts to consider steps toward the creation of a comprehensive *Pedestrian Safety Action Plan* using the Federal Highway Administration published resource titled "How to Create a Pedestrian Safety Action Plan" as a guiding document.

B. COMMUNITY OUTREACH & ENGAGEMENT PLAN

Working with a facilitator is key to assisting in the development of a work plan, organizing content and engaging the following groups so that the Pedestrian Safety and Access Task Force may arrive at a recommendations report that will be delivered to City Council in September, 2014, as stated in the proposed resolution

- **Resource Group**
  - Consisting of city staff and/or consultants
  - *Twelve (12) meetings*

- **Pedestrian Safety and Access Task Force**
  - City Council appointed members with a broad range of perspectives.
  - *Twelve (12) meetings*
- **Stakeholders**
  - Including individual citizens; citizen-based organizations; public officials; public agencies (both state and local); private sector groups; media outlets.
  - *Three (3) rounds of stakeholder focus group meetings and/or interviews*
- **Public/Community**
  - Consisting of any and all city residents, stakeholders and others interested in the eventual development of a *Pedestrian Safety Action Plan*.
  - *Three (3) city-wide meetings*

The roles and responsibilities, related to the outreach and engagement efforts, for each of these groups are described below.

1. Resource Group

The Resource Group shall consist of members of city staff (including technical consultants, as applicable) who may be sources of background information, data and analysis expertise and who may provide support and assistance with the Community Outreach and Engagement Plan.

Typically, the Resource Group will meet prior to Pedestrian Safety and Access Task Force meetings and/or stakeholder or city-wide meetings to prepare data and materials for presentations and discussions and determine an appropriate format/venue for specific public engagement activities.

For estimation purposes, the Resource Group may meet twelve (12) times during the nine month period; twice per month in the first three months and once per month thereafter.

Typical Resource Group activities related to the Community Outreach and Engagement Plan components throughout the process may include:

- Creating a stakeholder list.
- Developing a final Community Outreach and Engagement Work Plan.
- Corresponding with stakeholder groups and/or managing contact lists.
- Preparing agendas for Task Force, stakeholder and city-wide meetings.
- Preparing graphic materials (i.e., maps, illustrations).
- Reviewing, commenting on and editing materials.
- Advertising public workshops or other project events (i.e., press releases, newsletters, twitters, posters).
- Arranging for meeting logistics (space reservation, equipment provisioning).
- Meeting facilitation and coordinating presentations.
- Preparing content for public review (i.e., PowerPoint presentations, maps, handouts).
- Drafting results summaries from stakeholder focus groups/interviews or city-wide meetings.
- Updating information and posting documents to the City's web site.

2. Pedestrian Safety and Access Task Force

Task Force Size and Membership
The City Council will appoint a Pedestrian Safety and Access Task Force that will consist of nine (9) residents, and shall include representatives from organizations that address the needs of school aged youth, senior citizens, pedestrian safety, and people with mobility impairments.

Role of the Task Force
As stated in the proposed City Council resolution, *the Pedestrian Safety and Access Task Force will explore strategies to improve pedestrian safety and access within a framework of shared responsibility through community outreach and data collection, and will recommend to Council improvements in the development and application of the Complete Streets model, using best practices, sound data and objective analysis*

The Task Force may also provide guidance on the best approaches for engaging other stakeholder groups and the broader public over the course of their effort

For estimation purposes, the Pedestrian Safety and Access Task Force may meet twelve (12) times during the nine month period; twice per month in the first three months and once per month thereafter.

3. Stakeholders

Stakeholders include a range of groups with an interest in or involvement with pedestrian safety issues and whose input is important to the development and eventual success of a *Pedestrian Safety Action Plan*. The engagement methods for the stakeholders include focus groups and/or interviews designed to offer special opportunities to review and comment on materials at key stages in the process. Members of boards and commissions will be key stakeholders and will be informed about plan progress during major project milestones.

The stakeholder focus group meetings or interview sessions shall typically be held prior to city-wide meetings so stakeholders can help focus content and key questions for the meetings.

For estimation purposes, stakeholders may be comprised of four (4) categories of stakeholder groups that may meet three (3) times during the nine month period.

At project start-up an analysis will be undertaken to determine various engagement groups which may include stakeholders from:

- Residential Neighborhood Groups/Citizens-at-Large
- Business Organizations/Commercial Neighborhoods
- Boards & Commissions
- Agencies/Public Groups
- Private Companies
- Non-profit Groups
- City Units
- Media Outlets

4. Public/Community

The general public may participate in the process through a series of city-wide meetings three (3) times during the course of the project. The city-wide meetings will typically last two (2) hours, using the first hour to present information or draft materials and the second hour for public comment or other feedback activities.

The public will also be invited to add their names to the City's e-mail notification system so they will be notified when new materials are posted on the City's project web site. Mailing lists can also be developed based on workshop sign-in sheets.

C. ESTIMATED HOURS FOR COMMUNITY OUTREACH & ENGAGEMENT PROFESSIONAL FACILITATION (through September, 2014)

Estimated Hours Include Preparation, Facilitation and Follow-up with Groups:

- **Resource Group**
  - *Twelve (12) meetings at 2 hours/meeting*
- **Pedestrian Safety and Access Task Force**
  - *Twelve (12) meetings at 5 hours/meeting*
- **Stakeholders**
  - *Three (3) rounds of stakeholder focus group meetings and/or interviews*; *anticipate four groups and/or interviews for a total of twelve (12) meetings at 7 hours/meeting*
- **Public/Community**
  - *Three (3) city-wide meetings at 11 hours/meeting*

General Communications Process Monitoring:

- 10 hours/month for nine months

Estimated Hours and associated dollars:

- 300 hours ±
- Add 5% for unforeseen requests/tasks—15 hours
- **315 hours** @ $175.00/hour = $55,125 +) say **$55,200**)

A. INTRODUCTION

Engineering functions in regard to pedestrian crosswalk safety include the decision to install a crosswalk, the appropriate design for the crossing, and monitoring the system and its effectiveness. The examination of the pedestrian demand at a site, the physical characteristics (sight distance, grades, etc.) and the traffic conditions is crucial.

B. CROSSWALK DESIGN

The City's Non-Motorized Transportation Plan seeks to improve mid-block crosswalks throughout the city. This would include pedestrian crossing islands, signs and markings, roadway narrowing, lighting and overhead crossing signage. New technology and innovative tools including Pedestrian Hybrid Beacons (PHBs or HAWKS), and Rectangular Rapid Flashing Beacons (RRFBs) are available and are being deployed in the city. These physical improvements enhance visibility of crosswalks and relate directly to enhanced pedestrian safety.

Crosswalk design features vary based on the character of vehicular traffic, the street environment as well as the number and type of pedestrian activity associated with a crossing. The primary guidance to determine appropriate features is the Michigan Manual on Uniform Traffic Control Devices (including interim approval devices). For enhanced treatments, the decision will be based upon current guidance, such as national Cooperative Research Project 562 (NCHRP 562).

C. TECHNICAL ANALYSIS & EVALUATION

Maintaining an inventory of crosswalk improvements allows for us to track and report on the rate of deploying additional physical elements that enhance crosswalk safety. Detailed crash analysis at periodic intervals assures appropriate crosswalks, areas and corridors are included. Evaluation of the pedestrian transportation system verifies what elements (e.g., signs, crossing island, lights, etc.), are in place compared with what is desirable.

D. RESOURCES NEEDED

The cost to engage an outside consultant who has specific experience in pedestrian safety issues is estimated at $25,000. This assumes a moderate effort in engineering evaluation and participation in the Community Outreach & Engagement process.

A. INTRODUCTION

Evaluation is a key element of Ann Arbor's pedestrian crosswalk safety program. Evaluation metrics allow for a clearer understanding of the effectiveness of various efforts and enhancements to the pedestrian system. Metrics to be evaluated include: the number, rate and type of pedestrian crashes; observed behaviors; and, driver and pedestrian awareness.

B. METRICS

Crash analysis

A primary tool in evaluating crosswalk safety is crash analysis. Such evaluation is related to crosswalks and relies upon data relating to crash causes and patterns. Baseline data can be used to measure changes over time. This effort will require review of detailed pedestrian crash reports, approximately 60 per year, for causative factors. Overall crash frequencies can compare information to the City's baseline parameters.

Pedestrian Crash Evaluation criteria:

- Number of crashes
- Severity of crashes
- Type of crashes
- Other factors

Observations

Observation of behavior of pedestrians and motorists can also illuminate how effective various physical and educational programs are at improving crosswalk behaviors. Data from enforcement operations can be one metric in this evaluation area. The other methodology for evaluating conditions is through direct field observations. Transportation technicians can properly observe motorist and pedestrian behaviors. Observations can be taken at specific crosswalk types: signalized; those with beacons; and, unsignalized locations Observations of motorist stop compliance and pedestrian yielding should be conducted at the following crosswalk locations:

- Downtown area crosswalks
- High speed multilane arterial crosswalks
- Minor arterial/Major collector crosswalks
- Others

Awareness

An additional metric for evaluation is the market penetration of outreach and education programs. This information can be captured for pedestrians and motorists. Data collection techniques include online surveys, random surveys or focus groups. Each is an effective means to capture select types of data. This area requires the tools necessary to capture appropriate information. A baseline can be measured with an initial measurement and results measured by follow-up surveys, or based on observations after an outreach campaign is implemented, or at regular intervals to track progress.

C. RESOURCES NEEDED

Crash review is currently an element of our ongoing traffic crash study engineering review. A more detailed look into the cause-effect and countermeasures for pedestrian system elements can be included as part of a more comprehensive program. The City experiences approximately 60 pedestrian crashes per year. Assuming an average of one-half hour of traffic engineering time for reviewing each pedestrian crash report yields an estimate of approximately 30 hours at $160 per hour, results in a total cost estimate for annual pedestrian crash review of approximately $5000.

Observations are useful to accurately report yield rates and other behaviors as they occur at crosswalks in the City. Conducting independent data collection by transportation technicians is an appropriate mechanism to observe and report on what is going on at crosswalks in the City. Transportation data technician's assumed hourly rate is $30 per hour and each observation would require approximately 8 hours of effort. Staff estimates up to 100 locations may be part of a comprehensive observation program per year. The resource estimate for observation is approximately $25,000.

Survey techniques and focus groups are varied and additional information is needed to understand whether this approach is needed and if so at what level of investment. A comprehensive survey and focus group process is estimated at $10,000 to $20,000 per event.

In total, staff's estimate for execution of a comprehensive evaluation component of a pedestrian crosswalk safety program is $40,000 to $50,000.

Goal

To work with the current pedestrian safety budget to encourage walkers, bikers and drivers to use their "shared responsibility" on the road to make sure everyone gets to their destination safely.

Whatever law is in effect, whatever technical achievements are made, nothing will replace common sense and the power of staying alert.

Audiences

- Public school and university students
- Drivers (those who live in the city and those who commute to and travel within Ann Arbor)

Key Messages

1. Shared Responsibility: whether you drive, walk or bike, you are responsible for the safety of others. Stay alert, focused, and sometimes just slow down.
2. In Ann Arbor, you must stop for pedestrians. It's the law!

Communication Tactics

Traditional Media

- Press Release: In September, as Fall was near, the city issued a press release reminding everyone who uses the roads and sidewalks of Ann Arbor of their shared responsibility to keep each other safe.
- We are working to identify remaining funds that could, in the short-term, be used to do paid media outreach to drivers who commute to and within the City of Ann Arbor.

Social Media

- 31 Days, 31 Safety Tips: In October, we ran a month long social media campaign to remind people of simple tips that would help them stay safe while traveling in Ann Arbor. These short tips, often accompanied by links to helpful video's and articles, reached thousands of the City's followers on Facebook and Twitter.
- The City coordinated its social media campaign with the University of Michigan's communications office to expand our reach to students on and off campus.

Grassroots

- Eli Cooper has been working with a group of high school students at Skyline who are part of a communications and government program and are developing an outreach campaign designed to reach students their age.
- Eli Cooper and Robert Kellar are currently organizing a meeting with coordinated student government and various departments at the University of Michigan to build a possible grassroots campaign among students on pedestrian safety.

A. INTRODUCTION

Enforcement activities in the area of pedestrian crosswalks have occurred throughout the city. These efforts have included dedicated enforcement weeks where officers are assigned to numerous locations. The locations were determined by complaints received by the police department. In addition to dedicated enforcement weeks, there have been several locations where officers dedicated specific times of enforcement at identified crosswalk locations.

B. DEDICATED ENFORCEMENT WEEKS

Two separate dedicated enforcement weeks have occurred thus far this year.

During the week of January 21st, 3 days were dedicated to monitor 15 separate locations. Twelve Officers dedicated a total of 24.5 hours at these locations. A total of 11 traffic stops were initiated, which resulted in 9 hazardous citations and 2 warnings.

During the week of May 20th, 5 days were dedicated to monitor 9 separate locations. Ten Officers dedicated a total of 9.5 hours at these locations. A total of 15 traffic stops were initiated, which resulted in 12 hazardous citations and 3 warnings.

A third week of dedicated crosswalk enforcement is planned for the first week in December.

C. ADDITIONAL ENFORCEMENT LOCATIONS

A traffic problem sheet was created on 10/28/13 for the mid block crosswalk on Packard at Coler. No results have been compiled.

A traffic problem sheet was created on 10/18/13 for the mid block crosswalks on Plymouth Road. No results have been compiled.

A traffic problem sheet was created on 6/5/13 for Beakes at Kinsley and Catherine for not yielding at the crosswalks. A total of 369 minutes of enforcement time resulted in 12 hazardous and 2 non-hazardous citations.

A traffic problem sheet was created on 11/20/12 for the crosswalk on Huron Parkway at Huron High School. A total of 150 minutes of enforcement time resulted in 6 hazardous and 1 non-hazardous citations.

A traffic problem sheet was created on 09/26/12 for the 2200 Block of Washtenaw. A total of 180 minutes of enforcement time resulted in 1 hazardous citation.

D. ADDITIONAL EFFORTS – RADAR SIGN DEPLOYMENT

Two long term radar speed monitoring devices were placed on Plymouth Road on 11/5/13.