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MEMORANDUM

To: Kurt Triplett, City Manager

From: Kim Scrivner, Transportation Planner
Joel Pfundt, Transportation Manager
Julie Underwood, Director of Public Works

Date: April 8, 2021

Subject: VISION ZERO ACTION PLAN AND ACTIVE TRANSPORTATION PLAN UPDATE

RECOMMENDATION:

It is recommended that the City Council receive a presentation about the *Vision Zero Action Plan* development and the *Active Transportation Plan* update and provide feedback and direction.

VISION ZERO ACTION PLAN

BACKGROUND:

Kirkland's Vision Zero policy was adopted in 2015 as part of the [Transportation Master Plan \(TMP\)](#). The goal is that by 2035 all transportation-related fatal and serious injury crashes in Kirkland will be eliminated.

The four key elements (adopted in the TMP) include:

- **Emphasis:** On crashes resulting in fatalities and serious injuries, with a date-specific goal.
- **Partnerships:** Policy makers, Engineering, Communication, Education
- **System Approach:** Rather than exclusively faulting drivers and other users of the transportation system, Vision Zero places the core responsibility for crashes on the overall system design.
- **Data:** Carefully analyze crashes and use data to make decisions for improvements.

Staff is working now to develop a *Vision Zero Action Plan* that addresses those elements. The point of a zero-based safety plan is to raise awareness by setting aspirational goals that go beyond typical engineering and enforcement-based efforts by using a multi-faceted approach. The benefit of an action plan is to identify specific actions the City

could take to advance transportation safety, and to ensure accountability by taking steps such as reporting crash data on the City's website and providing a biennial status report to the Council. The *Vision Zero Action Plan* will also be informed by the state's [Target Zero](#) plan.

FATAL AND SERIOUS INJURY CRASH ANALYSIS

Between 2015 and 2019, there have been eight transportation-related fatalities and 55 serious injuries in Kirkland. Sixty-nine percent (69%) of these injuries or fatalities involved a person walking or bicycling. Based on this rate, and because people walking and bicycling are more likely to be injured when a crash occurs, the Vision Zero plan will include additional analyses related to people walking and bicycling. Staff will provide more detail related to the 2015-2019 crash data analysis during the Council study session.

PROPOSAL FOR DRAFT VISION ZERO ACTION PLAN OUTLINE

- Statement of commitment to transportation safety from city leadership
- Crash data analysis results (trends, contributing factors, and potential countermeasures)—data to be provided in the plan and on the website
- Objectives and Strategies could include:
 - Robust and Transparent Data Framework:
 - Additional sources to inform crash and injury data
 - Improved web interface (web-map, on-line dashboard)
 - Collect before/after data for safety improvement projects
 - Expand the traffic monitoring program to include additional analysis (pedestrian and bicycle counters, exposure analysis)
 - Promote and Institutionalize a Culture of Safety:
 - Educate and engage the public on Vision Zero
 - Work with developers and contractors to provide safe routes through active construction areas
 - Work with the school district and school resource officers to enhance traffic safety education in schools
 - Prioritize Safe Street Design and Investments:
 - Identify high crash corridors and intersections to identify potential engineering improvements
 - Focus on separating bicycle and pedestrian modes from motor vehicle traffic (such as protected bike lanes, network of neighborhood greenways, etc.)
 - Seek innovations in the design of intersections with major projects and crosswalk enhancements
 - Continue capital investments for multimodal facilities and safety features
 - Operate Safe Streets:
 - Evaluate signal timing modifications to improve pedestrian safety
 - Prevent blocking of crosswalks and bike facilities
 - Increase school enforcement traffic safety camera program
 - Evaluate speed limits across the city and consider lowering speed limits

- Form a response team to evaluate crash factors, determine whether immediate safety improvements are needed after any fatal crash
- Summary and plan for interdepartmental coordination to achieve proposed objectives and strategies.

TRANSPORTATION COMMISSION VISION ZERO WORKSHOP (2/24/2021)

Staff hosted a Vision Zero Workshop for the Transportation Commission at its February 24, 2021 meeting. Comments received from that workshop are summarized below:

- Ensure crash data disaggregates the various modes (bikes and pedestrians separately, motorcycles separate from motor vehicles)
- Include clear definitions for what defines a serious injury from a possible or disabling injury.
- Action Plan should include strategies for receiving data from other sources that are not reported through police reports
- Time-of-day analysis should include school hours
- Analysis should include factors such as lighting and sight distance
- Include roadway characteristics in analysis
- Additional analysis related to equity is recommended (note: age and gender are included in the data set but not race or ethnicity)
- Crosswalk obstruction because of parking or drivers not yielding to pedestrians is an issue (note: this would be an enforcement issue)
- Focus on enforcement may need to be re-evaluated based on racial and social justice concerns (a follow-up meeting with the R-5434 team suggests enforcement be under an umbrella of education and equity).
- Request to look at speed limits city-wide (systematic evaluation or where we are seeing excessive speeds)
- Focus on national best practices

NEXT STEPS

Based on Council guidance, staff will develop a draft *Vision Zero Action Plan* and return to the Council for further direction in about late summer 2021.

ACTIVE TRANSPORTATION PLAN UPDATE

BACKGROUND:

Kirkland's first non-motorized plan was developed in 1995 and was last updated in 2009. At that time, it was renamed the [*Active Transportation Plan \(ATP\)*](#). The 2009 update included eight primary goals, 25 objectives and 66 strategies for improving walking and bicycling in Kirkland. The 2021 update to the ATP update will address the progress that has been made to achieve those 2009 goals, and will amend the goals and strategies as deemed appropriate.

The eight primary ATP goals are:

- Goal G1. Develop the Cross Kirkland Corridor
- Goal G2. Reduce crash rates
- Goal G3. Add facilities for pedestrians
- Goal G4. Increase the number of children who use active transportation to travel to and from school.
- Goal G5. Improve safety for people crossing streets
- Goal G6. Remove physical barriers to walking
- Goal G7. Improve on-street bicycle facilities
- Goal G8. Make bicycling more convenient

The [Transportation Master Plan \(TMP\)](#) was adopted in 2015 in which revised versions of the ATP goals and policies were included. The TMP calls for periodic updates to the ATP and supports the commitment the City has made to improving the ease and safety for people walking and bicycling in Kirkland.

- Goal T-1. Complete a safe network of sidewalks, trails and improved crossings where walking is comfortable and the first choice for many trips.
- Goal T-2 Interconnect bicycle facilities that are safe, nearby, easy to use, and popular with people of all ages and abilities.

Active Transportation also is supported by the Council goal related to Balanced Transportation:

Reduce reliance on single occupancy vehicles and improve connectivity and multi-modal mobility in Kirkland in ways that maintain and enhance travel times, safety, health and transportation choices.

WHAT IS ACTIVE TRANSPORTATION?

Active transportation refers to multimodal transportation solutions that connect people of all ages and abilities to where they need to go by using active modes such as walking and bicycling. Walking also includes using a wheelchair or other assistive device and bicycling includes using regular pedal bikes, electric-assist bicycles (e-bikes), tricycles, or adaptive bicycles.

PROGRESS: 2019

- Conducted analysis of progress toward implementing the 2009 ATP and the 2015 TMP actions and strategies
- Existing data sets were updated (data renovation project)
- Coordinated interdepartmentally with planning, *Safer Routes to School Action Plan* development, communications team, etc.
- Consultant services performed:
 - Toole Design Group was selected. To date, the following tasks have been accomplished:

- Level of stress analysis completed for bicycle network (existing conditions and future conditions based on currently adopted network)
 - Analysis of pedestrian gaps to activity centers based on existing conditions
 - Draft bike and pedestrian facility implementation guidance document developed
 - Draft plan outline
- Outreach Phase 1 (Spring to Autumn 2019): Staff began the first phase of outreach, which included:
 - “Walk and Bike to School” month
 - Community meeting at City Hall
 - Neighborhood meetings
 - Online Safe and Active Transportation Plan survey (October 2019 to January 2020)

Transportation Commission presentations:

- March 2019, October 2019, and February 2020

The Transportation Commission provided feedback to staff on considerations that help guide the criteria and analysis, which include accommodating people of all ages and abilities, supporting access to transit and land use, equity, and safety. Some additional comments from the Commission included consideration of lower cost implementation, such as through ‘place-making’ or demonstration projects, consideration of technology improvements, and recognizing additional barriers to walking or bicycling such as construction, vegetation, parking impacts, and others.

2020

In January 2020, staff developed an extensive public outreach schedule aimed at meeting with every active neighborhood association in March and April to review recommendations for the ATP Update (and the Safer Routes to School Action Plans). The meetings were intended to be used to promote the Safe and Active Transportation Summit scheduled for Saturday, March 28, 2020. In March, the neighborhood meetings and the Summit were cancelled because of the pandemic, and the ATP update ultimately was placed on hold because certain staff were redirected to address unforeseen pandemic-related tasks (e.g., take-out stalls downtown, Park Lane closure, etc.).

Both the draft ATP update and Safer Routes to School Action Plans (with public comments) were to be presented to the City Council at its April 21, 2020 meeting. However, only the Safer Routes to School Action Plans were presented to the Council at that time.

2021

Staff returned to the Transportation Commission in March to seek additional feedback related to the progress on the plan update. The Commission's feedback is summarized below:

- Detailed discussions should occur with the community and other stakeholders related to high priority corridors (Market Street was the example used at the Commission meeting)
- Level of Stress analysis conducted by consultant should be recalibrated based on community feedback. Low scoring level of stress corridors do not feel like low level of stress corridors according to a couple of Commissioners.
- Equity considerations need to be evaluated for neighborhood greenways
- Design guidance document for facilities needs to be flexible so that new innovations do not require Council authority to implement

DRAFT ACTIVE TRANSPORTATION PLAN ELEMENTS:

As proposed, the *Active Transportation Plan* update proposal will focus on bicycle and pedestrian access to transit and major activity centers. Elements of equity and safety would be a high priority.

Based on this, proposed elements for the plan are as follows:

- Background and history of Kirkland's support for walking, bicycling, and safety (such as being the first city in the region to adopt a complete streets policy, first with a pedestrian flag program, likely one of the first to adopt a walk and bike plan, etc.)
- Note progress made to implement the 2009 ATP and the TMP policies—actions and strategies.
- Refine goals, policies, and actions as deemed appropriate.
- Define the existing and updated planned bike network and pedestrian improvement areas/zones
- Identify various 'gaps' in the system and a prioritization framework to address those gaps (safety, equity, connection to land use, etc.).
- Provide preliminary cost estimates for high-priority projects
- Guidelines/standards for projects in the right-of-way and for development

NEXT STEPS:

Based on the Council's feedback, staff will proceed with finalizing a draft plan and return to the Council for further direction in about late summer 2021. This would include the following activities:

- Finalize priorities and complete data analysis
- Conduct outreach process based on plan elements and draft planned bicycle and pedestrian improvements
- Develop cost estimates for top priorities
- Finalize draft document