Vision Zero
Action Plan

City of New York
Mayor Bill de Blasio

2014

ATM

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We will save lives.
That work begins in earnest today.
—Mayor de Blasio

Letter from the Mayor

Dear Friends,

A life lost is a life lost.

And it is our collective responsibility to save every life we can, be it a life taken in a violent crime or in a crash with a motor vehicle.

In the first days of our administration, we made a commitment to decisively confront the epidemic of traffic fatalities and injuries on our streets. And with this implementation report, we are laying out an ambitious roadmap to live up to that commitment.

The fundamental message of Vision Zero is that death and injury on city streets is not acceptable, and that we will no longer regard serious crashes as inevitable. These tragedies happen in every community in our city, to families from every walk of life—from the Upper West Side to Woodside; from Park Slope to Edenwald. They happen to people who drive and to those who bike, but overwhelmingly, the deadly toll is highest for pedestrians—especially our children and seniors.

We won't accept this any longer. I make that pledge as a parent, and as your mayor.

Community groups, advocates and—most meaningfully—families who have lost loved ones, have proven that we can change hearts, minds and behaviors. Drunk driving and failure to use seatbelts, once commonplace, are now socially unacceptable. Today, we must bring the same concerted effort against dangerous and careless driving on our streets.

Better designs and regulations are already making our streets safer, and we will expand these efforts. We will bring more resources to enforcement and public outreach. In Albany, we will seek control over the City's speed limits and use of enforcement cameras.

We will save lives. And that work begins in earnest today. But just as this effort has grown from the grassroots, its success will depend on everyday New Yorkers, neighborhood groups and communities coming together and working in common purpose.

We need your ideas to improve street safety, to identify problematic locations, and to hammer out site-specific solutions that match realities on the ground. We need your support and collaboration as our agencies take action. We need you to talk to your neighbors, speak up at community boards and block associations, and help foster a broader understanding that it is within our power to prevent tragedies on our streets.

Together, we will make this City safer.

Bill de Blasio
Mayor

SLOW
CHILDREN

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VISION ZERO
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No level of fatality on City streets is inevitable or acceptable.

Introduction

The primary mission of government is to protect the public. New York's families deserve and expect safe streets. But today in New York, approximately 4,000 New Yorkers are seriously injured and more than 250 are killed each year in traffic crashes. Being struck by a vehicle is the leading cause of injury-related death for children under 14, and the second leading cause for seniors. On average, vehicles seriously injure or kill a New Yorker every 2 hours.

This status quo is unacceptable. The City of New York must no longer regard traffic crashes as mere "accidents," but rather as preventable incidents that can be systematically addressed. No level of fatality on City streets is inevitable or acceptable. This Vision Zero Action Plan is the City's foundation for ending traffic deaths and injuries on our streets.

The City will use every tool at its disposal to improve the safety of our streets. With this action plan, the City is making a bold new commitment to improve street safety in every neighborhood and in every borough—with expanded enforcement against dangerous moving violations like speeding and failing to yield to pedestrians, new street designs and configurations to improve safety, broad public outreach and communications, and a sweeping legislative agenda to increase penalties for dangerous drivers and give New York City control over the safety of our own streets.

There is no silver bullet that will end traffic fatalities. But previous successes that have combined the efforts of people, their governments and private industries to save lives are not difficult to find. In 1985, our national rate of seatbelt use hovered at 20%. Thirty years later, a combination of stronger laws, enforcement, public education and automobile design changes have driven seatbelt use up to 88%. We must apply similar focus to the more complex equation of safety on city streets. New York is up to this challenge.

Traffic fatalities in New York have indeed fallen significantly, from 701 in 1990, to 381 in 2000, to an all-time low of 249 in 2011. The City has become nationally and internationally recognized as a leading innovator in safe street designs. At locations where the New York City Department of Transportation (DOT) has made major engineering changes since 2005, fatalities have decreased by 34%, twice the rate of improvement at other locations. But it is still not enough. We can, and must, do better.

Making ours the world's safest big city will require more than government policy and programs. It will take citizen action from the grassroots up. The emergence of new neighborhood-based traffic safety initiatives is an extremely hopeful sign that New York is already on the right track. The promise of Vision Zero will require constant input and feedback from citizens and civic organizations. It demands the participation by the State legislature and lawmakers, industries, companies and authorities that operate large numbers of vehicles. Vision Zero also needs each and every New Yorker to become aware of the new public discourse on street safety, to appreciate the consequences of careless and dangerous behavior and to do their part to lend civility and consideration to the daily life and rhythm on the streets of our City.

This Action Plan is only a beginning. It defines the initial steps that the City Police (NYPD) and Transportation Departments, Taxi & Limousine Commission (TLC), the Department of Health and Mental Hygiene (DOHMH), the Department of Citywide Administrative Services

This Action Plan is a beginning. Other innovations will be sought and added.

(DCAS), and other agencies will take to reduce death and serious injury on our streets. These initiatives will be continually analyzed for their effectiveness. Other innovations will be sought and added.

The Mayor's Office of Operations will convene and coordinate a permanent Vision Zero task force, comprised of the key agencies and partners needed to implement and extend this plan. The Vision Zero task force will work to meet the goals set forth in this action plan, establish additional benchmarks, and report progress to the Mayor's Office of Operations. The Mayor's Office of Operations will manage the Vision Zero web site, nyc.gov/VisionZero, and will periodically publish a "Vision Zero" progress report that tracks the progress of all the City's efforts to eliminate traffic fatalities. In the coming months, the City's Vision Zero task force will broaden the circle of City agencies and stakeholders taking part in this process.

New York City holds unparalleled potential. Vision Zero is a critical effort to ensure that New Yorkers are able to realize lives of health and opportunity without catastrophic interruption by careless and preventable traffic incidents. Together, we can make New York's streets the safest city streets in the world.

Vision Zero Policies Save Lives

Throughout the world, the "Vision Zero" mindset, which accepts no traffic fatality as inevitable, is saving lives. In Sweden, the most famous example and originator of Vision Zero, traffic fatalities have dropped 30% since 1997. In Minnesota, Utah and Washington State, traffic fatalities have fallen steadily since the introduction of Vision Zero-style programs in the early 2000's; a 43% reduction in Minnesota, 48% reduction in Utah and a 40% decrease in Washington. While traffic fatalities nationwide are falling, largely due to improvements in emergency/trauma care and vehicle enhancements such as airbags, fatality rates in Vision Zero states fell over 25% faster than the nation since 1997.

The success of Vision Zero policies comes from their multi-faceted approach—bringing together government, advocacy and private sector actors, as well as fully engaging the public to become part of the solution. Vision Zero programs combine strong enforcement and better roadway engineering with improved emergency response and high visibility behavior campaigns to discourage dangerous behavior on roads and streets. In addition, Vision Zero-style policies raise the profile of traffic safety problems and help transform cultural attitudes toward traffic death and injury. Rather than accepting traffic fatalities as accidents, Vision Zero allows us—government agencies, industry groups, key transportation stakeholders and the public alike—to understand traffic crashes as the result of a series of actions that can be changed or prevented through enforcement, education and design.

Ultimately, Vision Zero is only as powerful as the strategies and effort that governments and citizens apply to it. We are confident that New York's Vision Zero Strategy and Action Plan point the way to becoming the safest big city in the world.

City of New York

nyc.gov/VisionZero

Summary of Proposed City Actions

City Hall

- Establish a permanent Vision Zero task force in the Mayor's Office of Operations
- Launch a Vision Zero website to gather input from New Yorkers and coordinate information about the City's Vision Zero plans, upcoming events and provide data
- Conduct Vision Zero presentations across the City
- Publish crash and safety data on a regular basis in user-friendly format(s)
- Partner with industry groups and vehicle manufacturers to educate fleet drivers and explore design changes to their automotive fleets
- Lead a state legislative campaign to give the City the power over the placement of speed and red-light cameras, the power to reduce the citywide speed limit to 25mph, and to increase the penalties associated with dangerous driver behavior

Police Department

- Increase enforcement against dangerous moving violations, including speeding, failing to yield to pedestrians, signal violations, improper turns/disobeying signage, and phoning/texting while driving
- Increase speeding enforcement at the precinct level
- Purchase advanced speed detection equipment (LIDAR guns), upgrade speed detection technology available to precincts and train additional personnel
- Increase the Highway Unit to 263 personnel
- Expand Collision Investigation Squad cases to encompass all crashes with critical injuries.
- Modify precinct-level traffic plans to increase focus on pedestrian safety
- Update technology for capturing crash data

- Enhance training for officers to better record and preserve crash details and site evidence
- Broaden recruiting efforts for School Crossing Guards

Police Department + Department of Transportation

- Conduct intensive street-level outreach and enforcement on safety problems and traffic laws, focused in areas with known crash histories
- Convene monthly meetings of the DOT Traffic Division and the NYPD Transportation Bureau to review traffic safety performance and set strategy for improvement
- Develop data-driven citywide enforcement strategy
- Develop borough-wide safety plans in close coordination with community boards, community organizations, and the Mayor's Community Affairs Unit
- Conduct targeted outreach in 500 schools each year, educating students about protecting themselves as safe pedestrians and working with their families for safer school zones

Department of Transportation

- Implement safety engineering improvements at 50 intersections and corridors
- Create 25 new arterial slow zones
- Implement 8 new neighborhood slow zones
- Install speed cameras at 20 new authorized locations
- Install 250 speed bumps, including in neighborhood slow zones
- Enhance street lighting at 1,000 intersections
- Enhance maintenance of street markings
- Install traffic signals where needed for speed control via coordinated arterial signal time
- Additional street reconstruction safety projects
- Survey national and international best practices to expand potential strategies
- Hold workshops for major street design projects
- Undertake a high-quality ad campaign aimed at reducing speeding, failure-to-yield and other forms of reckless driving
- Increase extent of "Choices" anti-DWI campaign
- Double number of programmable speed boards for intensive education/enforcement initiative
- Make effective, age-appropriate safety curriculum available to schools throughout the city
- Partner with senior centers to increase communication and get specific feedback from aging New Yorkers about street safety improvements
- Increase the number and visibility of hands-on safety demonstrations
- Add safety flyers and messaging in DOT mailings such as Alternate Side Parking regulations and construction permits

Summary of Proposed City Actions

Department of Transportation + Taxi & Limousine Commission

- Issue summonses to TLC drivers identified by red light cameras (in addition to summonses currently issued to vehicle owners)
- Update taxi school to account for new streetscape features and alert drivers to higher-crash street types

Taxi & Limousine Commission

- Create TLC safety enforcement squad, equipped with speed radar equipment, to enforce speed and safety regulations
- Pilot program to place black box data recorders in TLC-licensed vehicles
- Implement more comprehensive, taxi-specific, driving curriculum for initial licensees
- Pursue requirement of additional behind-the-wheel driving instruction for drivers involved in frequent crashes, and continued driver safety education
- Pilot technology that alerts passengers and drivers that they are traveling over the speed limit
- Explore in-car technology that limits vehicle speed, warns drivers of impending collisions, or that reduces the fare when the driver speeds
- Introduce street safety PSAs on Taxi TV
- Use driver information monitors to send safety reminders to taxi drivers
- Add safety flyers and messaging in TLC mailings to drivers
- Include left turn reminder stickers in TLC licensed vehicles
- Create publicly accessible "Honor Roll" of safe TLC drivers
- Enhance enforcement against drivers offering for-hire service without TLC license
- Explore vehicle design requirements to improve safety
- Pursue City law changes and new TLC rules to increase sanctions on TLC drivers who engage in dangerous behavior

Department of Citywide Administrative Services

- Ensure all City fleet vehicles are equipped with technology that record speeding and other dangerous driving behaviors, by the end of 2014
- Upgrade the collision tracking system for the citywide fleet through the new NYC Fleet Focus fleet system
- Oversee a citywide expansion of Defensive Driver training courses for all employees driving City vehicles
- Recommend safety related devices and designs, such as high visibility vehicles, back-up cameras, and rear wheel side guards, for City vehicles and other vehicles under City regulation

Department of Health and Mental Hygiene

- Conduct public health surveillance on traffic-related hospitalizations and fatalities
- Provide Vision Zero task force with public health data to help target traffic safety interventions
- Include traffic fatalities and injuries and prevention messages in public health reports
- Engage community public health partners in promoting Vision Zero goals
- Promote research on walking, driving, motorcycling, and bicycling behaviors and patterns in the city

New York Needs Vision Zero

Each year in NYC, over 250 people are killed and 4,000 are seriously injured in traffic crashes. The majority of those killed are people on foot—they could be people headed to work, walking home, out playing, heading to a subway, or waiting for a bus. Pedestrians account for 56% of all New York City traffic fatalities. Children and seniors are especially vulnerable. People over 65 make up 12% of the city's population but 33% of pedestrian fatalities. Being struck by a vehicle is the leading cause of injury-related death for children under 14.

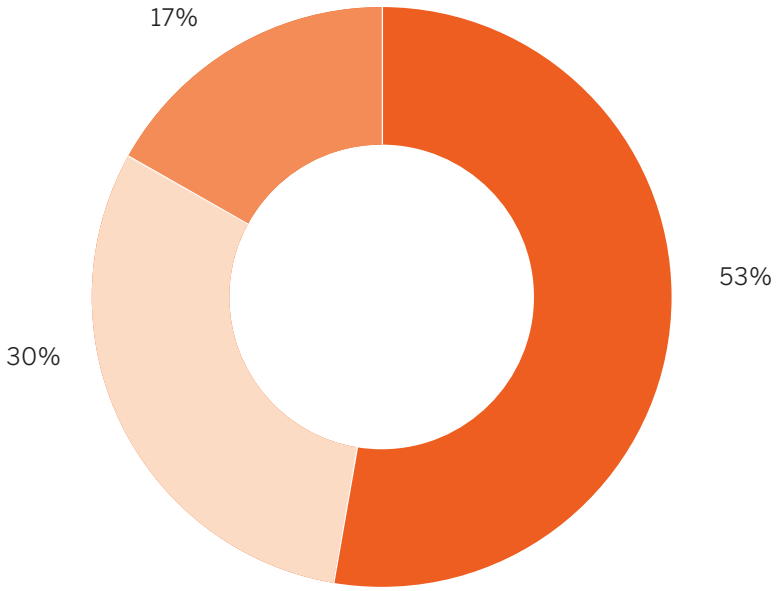
Crashes often have multiple contributing factors, including driver inattention, speeding, failure to yield to pedestrians in the crosswalk, use of alcohol, crossing midblock or crossing against the traffic signal, and other factors such as weather and darkness. Collision Reports, which are generally completed by police officers, include information on driver and pedestrian actions at the time of the crash and apparent contributing factors. The DOT has analyzed all NYC traffic crashes from 2008 to 2012, providing a robust, reliable dataset from which to understand the nature and causes of crashes.

Dangerous driver choices are the primary or contributing factor in 70% of pedestrian fatalities. These fatalities have potential causes outside of the pedestrian's control, with the remaining 30% of the fatalities having a documented error by the pedestrian with no

Dangerous driver choices are the primary cause or a contributing factor in 70% of pedestrian fatalities.

apparent error by the driver. In 53% of pedestrian fatalities (where the factors are known), dangerous driver choices—such as inattention, speeding, failure to yield—are the main causes of the crash. The pedestrians in these cases were following the law: crossing with a traffic signal, crossing in the crosswalk at an un-signalized intersection, or were not in the roadway. In the other 47% of pedestrian fatalities, pedestrian choices such as crossing mid-block or crossing against the traffic signal are contributing factors. However, in more than one-third of the cases involving poor pedestrian choices—17% of all pedestrian fatalities with sufficient information—poor driver choices or other external factors also contributed to the fatality.

FACTORS CONTRIBUTING TO PEDESTRIAN FATALITIES



53%: Dangerous Driver Choices
30%: Dangerous Pedestrian Choices
17%: Dangerous Driver and Pedestrian Choices
Data: NYC DOT 2008–2012

Law Enforcement

More vigorous law enforcement against dangerous driving behavior holds great potential to affect a rapid drop in traffic fatalities and serious injuries. Analysis of the past 5 years of traffic fatalities shows that 70% of pedestrian fatalities have causes outside of the pedestrian's control, particularly drivers speeding or failing to yield. The injuries and deaths from these actions are preventable. NYPD targeted enforcement against signal violations, improper turns, failure to yield to pedestrians, phoning/texting while driving and speeding, therefore, has the potential to reduce the frequency of these behaviors and save lives. Stronger enforcement saves lives, reduces injuries and collisions and ensures safety for everyone on the street.

Vision Zero demands a strong street presence and increased street-level enforcement against dangerous driving. The NYPD will target the most dangerous driving behaviors and step up enforcement against drivers who fail to yield to pedestrians, drive distracted and who choose to speed or ignore traffic signals. The NYPD will issue more speeding summonses at the precinct level and will acquire additional advanced speed guns and increase the number of officers trained to use them. The City will also increase the number of speed guns available to TLC. TLC will create a new safety enforcement squad with special speed and safety-specific training and equipped with speed guns to crack down on those drivers who the City entrusts with taxi and other for-hire licenses.

Data analysis informs every aspect of the City's response to the Vision Zero challenge. The introduction of tools to better identify problematic intersections, corridors and driving

behaviors and target resources is essential to success. The NYPD will expand the range of analyses presented at TrafficStat meetings to better understand the locations and causes of crashes. Collision history will be reviewed for a two-year period, in addition to the current methodology of reviewing the last 28 days. This two-year data sample will more accurately reflect chronic traffic collision patterns citywide and will help minimize the presence of statistical noise. In addition, more emphasis will immediately be given at TrafficStat meetings to speeding and failure to yield summonses. In 2013, the NYPD issued 350,000 moving violations summonses, including 83,000 for speeding, 15,000 for failure to yield, and 150,000 for cell phone use or texting while driving. The NYPD will immediately enhance enforcement in these areas. Precincts will continually explore innovative tactics to best protect pedestrians and bicyclists.

The NYPD will also update its computer systems to ensure that crash information is presented in as effective a way as possible. This data will be shared across all relevant City agencies. Further, improved methodologies will be implemented to allow the NYPD to closely scrutinize all intersections at which a pedestrian fatality or critical injury takes place.

The NYPD's increased focus on crash data collection and quality investigations is crucial to better prosecution efforts. The NYPD will also enhance the training of all officers in the preparation of collision reports. In addition, the NYPD will replace the outdated "Traffic Accident Management System" (TAMS) to improve the Department's capacity for crash analysis. Technologies can be updated to provide more data points used to determine appropriate collision prevention measures and provide better evidence for prosecutors. The NYPD will meet with relevant stakeholders to determine how best to make its data available to the public.

This data-driven enforcement will be underpinned by extensive collaboration between agencies; including monthly meetings of the NYPD Transportation Bureau and DOT traffic engineers to analyze traffic safety data and set strategies for improvement, and increased dialogue with other agencies that serve high-risk populations such as seniors and children. Regularly scheduled meetings with members of the transportation advocacy community will also ensure New Yorkers' concerns are heard and will receive consideration. With this feedback, with the input of local community boards, and with the assistance of Auxiliary Police Officers, Traffic Enforcement Agents, School Crossing Guards, and pedestrian managers, NYPD precincts will modify their traffic safety plans to increase focus on pedestrian and bicyclist safety components. These plans will include increased enforcement of hazardous moving violations and the deployment of Traffic Enforcement Agents to problematic intersections, particularly in the evening and late nights, when crashes are most common.

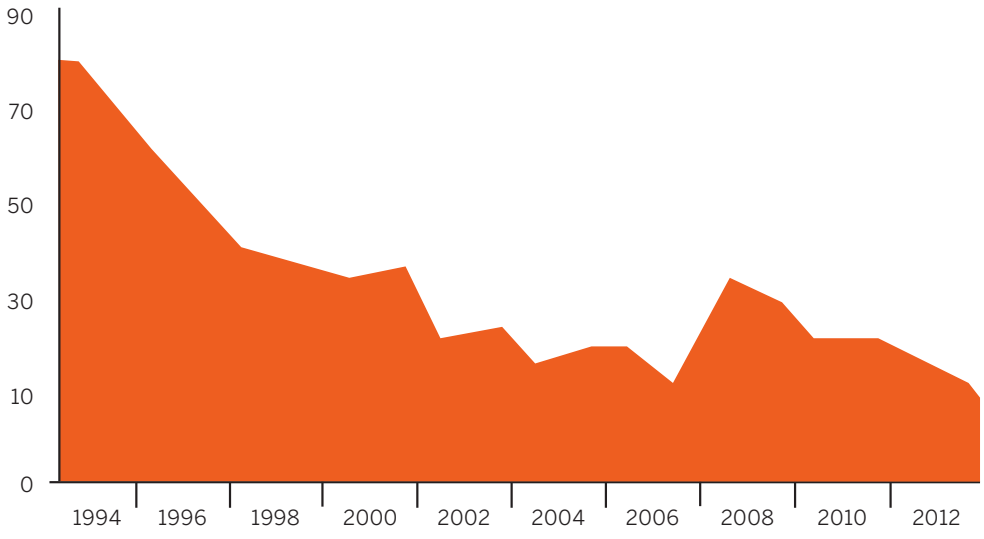
Automated enforcement, including the deployment of speed cameras and red light cameras, will play a key role in New York City's Vision Zero goals. As New York's Red Light Camera program has proven, strong traffic enforcement can not only catch current offenders but deter future ones. Since the program's inception in 1988, the City's 190 Red Light Cameras have issued over 4 million violations. Intersections where red light cameras were installed saw a 20% decline in all injuries, a 31% decrease in pedestrian injuries, and a 25% decrease in serious injuries in the three years after installation. The cameras have also deterred bad behavior—the number of violations issued declined by 22% from 2010 to 2011.

In Washington D.C., at intersections where speed cameras are in use, the number of crashes and injuries has gone down by 20%. In 2013, New York State lawmakers approved the introduction of speed-radar cameras at 20 locations near schools. In establishing the program and alerting New Yorkers to its presence in late 2013, the DOT issued 17,000 warnings to speeders at six camera locations. Mayor de Blasio launched the enforcement phase of the program on January 15th, 2014—issuance of $50 speeding summonses is now ongoing at speed camera locations. These programs must be expanded. The City will advocate for legislation in Albany that will allow New York City to dramatically expand its red light and speed camera programs.

Automated enforcement has a role to play in the City's for-hire vehicles as well. TLC will explore automated technology solutions like pausing the meter if the driver exceeds the speed limit, adding speed governors to all vehicles, and requiring all vehicles to include collision warning equipment. TLC will also pilot a program to provide driver and passenger alerts if the vehicle is traveling over the speed limit.

Information from current automated enforcement tools can be better utilized. For example, taxi GPS data identifies the taxi driver at the time of the violation, not just the taxi owner who can be identified by red light cameras. Combining these data sources would allow TLC to target enforcement to the actual offender by adding points to their TLC license. TLC would suspend or revoke the driver's TLC license if the driver gets too many points.

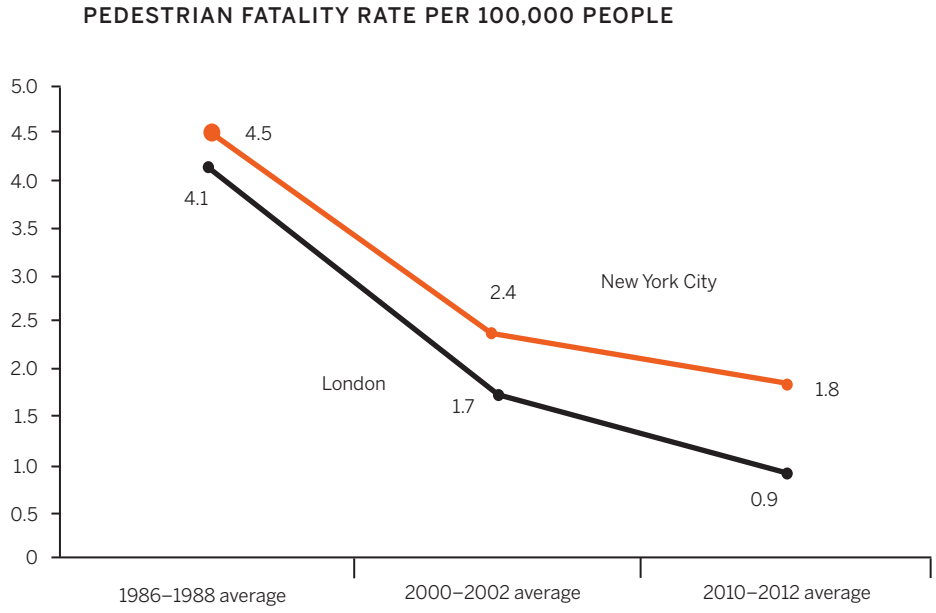
ENFORCEMENT CAMERAS REDUCE RED LIGHT RUNNING



Expanding the Reach of Automated Enforcement

In Washington D.C., law enforcement has embraced automated technology as a tool to help cops catch traffic criminals. In addition to extensive use of red light and speed cameras, Washington D.C. recently deployed a variety of innovative enforcement cameras on its streets, including 32 stop sign cameras, 20 blocking the box cameras, 16 failure-to-yield crosswalk cameras and eight oversize vehicle cameras.

Stronger Laws Drive Down Pedestrian Fatalities



In greater London, pedestrian fatalities have dropped by over 75% since the late 1980s. This substantial improvement follows the institution of stronger traffic laws and prosecution. A recent study found that drivers were convicted of one or more crimes in 35% of studied pedestrian fatality cases in Greater London. The single most common conviction was careless driving, with the next most common being dangerous driving (equivalent to reckless driving in the U.S.). Penalties for causing death by dangerous driving range from 2 to 14 years jail time, with revocation of the driver's license for a minimum of two years. Determining the penalty for dangerous driving includes such factors as "failing to have proper regard for vulnerable road users" and "driving above the speed limit/at a speed that is inappropriate for the prevailing conditions." London has also installed speed and red light cameras at high-crash locations. Transport for London estimates that these cameras are preventing 500 deaths or serious injuries per year.

Legislation

Laws and regulations that effectively protect everyone on the street are instrumental to driving traffic crashes down in New York City. While the City Council has some authority to enact safety legislation, many of the laws that determine the safety of our streets are controlled in New York State law and regulations. New York City will work closely with the Governor's office and the state legislature to improve laws and regulations that affect the safety of New York City streets.

Vision Zero will require cooperation between City and State on a broad legislative and regulatory agenda to (1) give New York City control over speed limits and speed and red light cameras, (2) increase penalties for dangerous driving, and (3) improve standards for vehicle design and technology.

Vision Zero priorities: City control over speed limits and camera enforcement.

Action Plan

City Control of Street Safety

In 2014, New York City needs control over its red light and speed camera programs and the authority to lower its citywide speed limit to 25 miles per hour. These are essential components of a robust, sustained safety agenda. Camera enforcement of drivers who run red lights in the City has resulted in a 31% decline in pedestrian injuries at the affected intersections. Lower speed limits and their enforcement slows cars and protects people: a person struck by a car traveling at 40 miles per hour has a 70% chance of dying. At 30 miles per hour, she has 80% chance of surviving.

The City is proposing working with the State to change laws or regulations in order to:

Grant New York City local control over speed camera and red light camera enforcement programs

State law currently allows the City to place red light cameras at 150 intersections and speed cameras at 20 locations near schools during school hours. These programs both have sunset provisions—the red light camera law sunsets in December 2014 and the speed camera law sunsets in 2018. To ensure public safety, the City must be able to decide the scope and duration of its camera enforcement programs. A7328/S3750 of 2009 and A4327-A/S4459-A of 2013, respectively, authorize the City's existing red light and speed cameras program.

City proposal: The de Blasio Administration proposes full local authority of the placement and number of red light and speed cameras to allow New York City to develop a red light camera and speed camera strategy that keeps New Yorkers safe.

Allow New York City to lower its citywide speed limit to 25MPH

In 2013, families who lost loved ones in traffic fatalities, City Council Members, and government agencies were eager to reduce New York City's speed limit, but hit a legal hurdle. State law today grants the City authority to reduce speed limits on certain streets, but citywide speed limits cannot be lower than 30 miles per hour. The City needs the ability to lower its speed limit citywide to 25 miles per hour, rather than go street-by-street or neighborhood-by-neighborhood. Coupled with aggressive education and enforcement campaigns, a lower citywide speed limit will save lives.

This change can be achieved by giving New York City specific authority in Section 1643 of the State's Vehicle and Traffic Law, which sets municipal speed limits. As of February 2014, legislation has been introduced to change certain elements of City law, but no proposals exist to allow New York City to reduce its speed limit under State Vehicle and Traffic Law.

If New York State pursues this change, it would follow other states that have recently passed legislation giving cities more control over citywide speed limits. For example, Washington State passed legislation in 2013 allowing localities to lower speed limits to 20 mph.

City proposal: The de Blasio Administration proposes modifying State Vehicle and Traffic Law, Section 1643, to allow New York City to reduce its citywide speed limit to 25 miles per hour.

Strengthen Penalties and Sanctions for Dangerous Driving

Those who operate vehicles in a dense and vibrant city like New York have a special responsibility to take care when driving. Reckless or dangerous driving that puts New York families at risk should not be tolerated. In order to crack down on dangerous driving, the City proposes legislation to:

Strengthen laws that punish drivers who carelessly harm pedestrians or bicyclists

New York State is one of a number of states that has created a special traffic violation that can be brought against dangerous drivers who, through carelessness, kill or seriously injure people on foot or riding bicycles. The Hayley and Diego law, named after two children who were killed in 2010 by a van driver in Chinatown, expanded the traffic violation of "failure to exercise due care" to provide additional enforcement tools against drivers who drive carelessly and injure pedestrians and bicyclists. Since its passage, the law has not been used as much as elected officials had hoped, partly because, for a traffic infraction, public policy generally requires police officers to be present to witness a crash in order to use the provisions of the law, unless they possess special expertise in crash investigation. The current law also fails to include highway workers as a category of protected street users.

City proposal: The City supports amendments to the Hayley and Diego law to make this violation a misdemeanor, increasing the penalties associated with carelessly harming a pedestrian or bicyclist. By making this a crime rather than a traffic infraction, the law would explicitly allow a police officer to issue a summons to a person who failed to exercise due care and seriously injured or killed a pedestrian or bicyclist, based upon probable cause, even if the officer was not present to witness the crash. The City would also support adding highway workers to the list of vulnerable road users protected under the law.

Increase penalties for driving with a suspended license

Chronic reckless drivers are a danger to the public: 75% of drivers with suspended or revoked licenses still get behind the wheel.

Although State law indicates that drivers may be subject to a "permanent" revocation of their driver's license, this action is not necessarily "permanent," as violators can—and often do—apply to get their license reissued. Strengthening penalties for repeat offenders would keep the most dangerous drivers off the street.

City proposal: The City supports legislation that would make it a class E felony for motorists who drive unlicensed or with a revoked or suspended license and kill or seriously injure someone in the process. This crime would carry a sentence of up to four years in prison.

Increase penalties for leaving the scene of a crash

Currently the penalties are more severe for a drunk driver who stays at the scene of a crash than they are for a driver who hits and runs. This perverse incentive must be changed. Increasing penalties for leaving the crash scene will deter drivers from leaving injured victims on the road, facilitate police investigation, and permit chemical testing of drivers by the police.

City proposal: The City supports legislation that would increase the penalty for leaving the scene of a crash, currently a Class A misdemeanor with a maximum penalty of one year in prison, to match that of causing injury while under the influence of drugs or alcohol, a Class E felony that can carry a sentence of up to four years imprisonment.

Protect workers in work zones from reckless driving

On a typical work day, DOT employees set up more than 20 work zones across the City to perform essential services that keep the driving public safe, including resurfacing roadways, repairing damaged traffic signs and potholes, clearing roadway debris, and repairing bridge structures. Much of this work is to implement the very safety and redesign improvements that are key to improving street safety.

When drivers intrude upon work zones, they can kill or seriously injure the people working. On September 22, 2005, a driver recklessly entered a closed off, active work zone and fatally struck DOT Assistant City Highway Repairman Nicholas Antico and injured two other workers who were performing maintenance work on a major street in Staten Island. Tougher penalties are necessary for drivers who are convicted of either killing or injuring construction workers or for those who intrude into work zones.

City proposal: The City supports legislation that defines the new crime of intrusion into an active work zone and creates the new crimes of vehicular manslaughter in an active work zone, helping to prosecute drivers who threaten DOT workers. The City also seeks to amend State Penal Law 120.05 to cover DOT employees engaged in work or inspecting work on a highway among those workers with enhanced protection against assault.

Improve state driver education to improve interactions with pedestrians and bicyclists

In New York City, large numbers of pedestrians and drivers co-exist in close proximity. The City has also seen bicycle riding quadruple over the last decade, with a 50% increase in the last five years alone. In addition, the launch of the Citibike program in May 2013 added millions of new bike trips. In the DMV mandated pre-licensing course, prospective drivers are not tested on safe roadway practices around pedestrians and cyclists, despite their heavy presence on city streets.

City proposal: The City supports legislation or regulatory changes that would update the mandatory pre-licensing course for drivers to include topics on bicyclist and pedestrian safety such as how to safely pass a bicyclist on the road, how to navigate an intersection with pedestrians and bicyclists, and the dangers of motorists to bicyclists and pedestrians.

Reform the DMV "point" system to re-evaluate point levels for dangerous driver behavior and to increase deterrent value of points

The New York State Department of Motor Vehicles' driving record "point" system is a powerful tool for shifting driver behavior. High point offenses, or a number of offenses in a short period of time, can result in license suspension or revocation, as well as consequences for automobile insurance premiums. Under current DMV policy, the failure to exercise due care, in which careless driving results in the death or injury of a pedestrian or bicyclist, results in just 2 points on a driver's record. Meanwhile, texting while driving yields 5 points.

In addition, current DMV policy requires the "points" to be assigned based on the date of the violation rather than by the date of the conviction of the offense. This allows widespread gaming of the points system by delaying adjudication of offenses until after the statute of limitation on points has expired.

City proposal: The point values of driving offenses should be reassessed in order to ensure that the most dangerous offenses are punished with the most severe point values, and the point value of "failure to exercise due care" should be increased. In addition, the DMV should explore changing their policy to have points take effect on the date of conviction rather than the date of violation, which currently allows delays in traffic hearings to dilute punishment.

Encourage Safe Driving by Drivers of Taxis and For-Hire Vehicles

Every day New York City's professional taxi and other for-hire vehicles carry more than one million passengers, making them a vital and valued set of street users. But those who drive professionally in the City of New York, with licenses extended by the City, have a special responsibility to be models of safe driving. In order to improve TLC enforcement against dangerous driving among those in the vehicle fleet it regulates, the City will seek legislation or rule changes to:

Increase penalties for those who flee TLC inspectors

TLC enforcement officers frequently encounter "runners"—drivers who flee TLC enforcement officers who are attempting to question them or issue them a summons. This poses an obvious impediment to enforcement as well as a serious safety hazard for officers, other drivers, and pedestrians.

City proposal: The City supports City Council legislation to create criminal misdemeanor penalties for drivers who flee TLC enforcement so that TLC inspectors can take down the runner's license plate number and forward it to the NYPD for arrest on TLC's complaint.

Increase sanctions for dangerous TLC driver behavior

Under current rules, TLC drivers involved in deadly crashes involving dangerous driver behavior can remain licensed and on the road, potentially putting New York families at risk.

City proposal: In order to more expeditiously remove unsafe drivers from the road, TLC will pursue rule changes at the Commission to increase the number of TLC points accrued for safety-related violations, including failure to exercise due care in circumstances resulting in a serious injury or death of a pedestrian or bicyclist. In addition, TLC will pursue City Council legislation to increase the number of DMV Critical Driver points associated with safety-related violations for TLC drivers. The TLC will pursue adding "failure to exercise due care" to the list of offenses for which a pre-hearing suspension can be issued, taking drivers off the road while potential charges are pending.

Combine critical driver (DMV) and persistent violator (TLC) points

Today, taxi drivers can accrue DMV points for moving violations as well as accrue TLC points for violating TLC rules but, under local law, suspension and revocation penalties are assessed separately. City Council legislation is needed to allow the TLC to issue suspension and revocation penalties to drivers who have accumulated both TLC points, under the Persistent Violator Program, and DMV points, under the Critical Driver Program, for serious traffic violations. Six points results in suspension and more than 10 in revocation.

City proposal: The City will pursue City Council legislation to permit TLC to count both DMV points and TLC points together when evaluating whether to suspend or revoke a license.

Require additional driver education and pilot new technologies

TLC Commission rules do not allow TLC to require additional driving instruction for drivers involved in frequent crashes or to pilot black box technology or to include a left turn reminder sticker in vehicles. While TLC requires taxi drivers to attend taxi school and pass an English exam, it does not require any additional behind the wheel instruction beyond passing the State DMV road test.

City proposal: Pursue rule changes to require additional behind the wheel driving instruction for drivers involved in frequent crashes. Additionally, TLC will pursue rule changes to pilot the use of black box data recorders, pilot technology that alerts passengers and drivers that they are traveling over the speed limit, and permit drivers to include a left turn reminder sticker in their vehicle.

Allow TLC to use speed cameras to sanction law-breaking drivers

State law on speed and bus lane cameras currently prohibits TLC from using images of TLC vehicles caught on camera speeding or blocking bus lanes in its tribunals.

City proposal: The City also supports changing the speed and bus lane camera laws to allow TLC to issue tickets to TLC licensed drivers caught speeding or driving in the bus lane. Convicting on a TLC summons to the driver would result in penalty points towards suspension and revocation.

Improve Vehicle Safety

New York City families deserve assurances that large and dangerous vehicles on the street are designed with pedestrian and bicyclist safety in mind. Truck and bus crashes are nearly three times more likely to result in a pedestrian fatality than crashes involving passenger vehicles. The City recommends legislation that would:

Require rear wheel and side guards for trucks operating in New York City

Current federal regulations require rear impact guards for the wheels of trailers and semi-trailer trucks in order to reduce the number of deaths and serious injuries occurring when passenger vehicles crash into the back end of a truck. However, there are no national or local requirements for side guards to protect pedestrians and bicyclists from the risk of falling under the sides of trucks and being caught under the wheels.

Side guards are required on certain motor vehicles, trailers and semi-trailers in Japan and in some European Union countries. Additionally, some side guards may provide environmental benefit through improved fuel efficiency through the reduction of aerodynamic drag on certain types of vehicles.

City proposal: The City supports legislation that would require large trucks operated within the City to be equipped with rear wheel guards and side guards.

Street Design and Regulation

Better street design can dramatically improve safety for everyone. Vision Zero requires that New York City redesign its streets and intersections to improve safety—drawing upon worldwide best practices in roadway improvement and regulation strategies. The City needs more of these projects to protect families from every walk of life in neighborhoods across all five boroughs. These improvements are happening already—and they are working. At locations where the DOT has made major engineering changes since 2005, fatalities have decreased by 34%, twice the rate of improvement at other locations. Many projects combine several tools or approaches, including changes to signals, street geometry and markings and regulations that govern actions like turning and parking. These projects simplify driving, walking and cycling, increase predictability, improve visibility and reduce conflicts.

The DOT will meet Mayor de Blasio's goal of carrying out safety improvements at 50 corridors and intersections per year. The DOT is also working to expand its safety toolbox. The DOT will apply new traffic signal strategies to reduce speeding and intersection conflicts, install new signals where they can allow speed control via coordinated arterial signal timing, add to street lighting at key intersections and improve the visibility of traffic signals. An accelerated speed bump program will allow the DOT to respond to individual neighborhood or community requests, meet a recently passed law requiring 50 new speed bumps per year at school locations and implement eight neighborhood slow zones per year. In addition, the DOT will also augment its efforts to maintain street markings—because clearer markings improve safety. Additionally, the DOT will launch a global best practices study in an effort to bring new tools to bear in the City's effort to become the safest big city in the world.

Elements of Safety Improvements

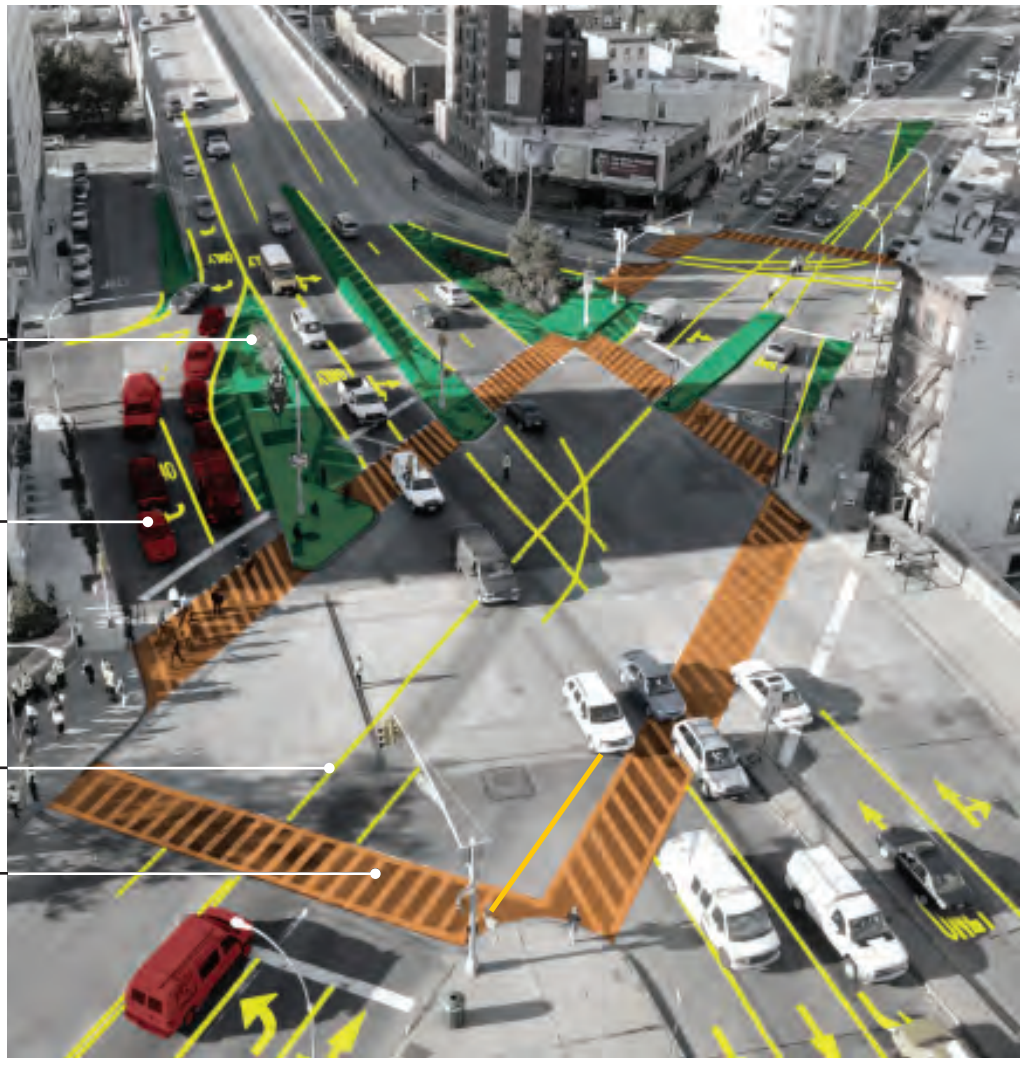
- **Designate lanes:** Clarify who belongs where on the street through better markings
- **Clear merges and transitions:** Improve alignments and clearly mark merges to simplify driving
- **Add crosswalks:** Clarify where pedestrians are crossing through markings
- **Open up intersections to improve visibility:** Remove visual barriers such as parking that can cause traffic crashes and injuries near intersections
- **Widen the parking lane:** Keep cars and trucks loading and unloading out of the travel lanes when double-parked
- **Add bike paths and lanes:** Clearly designate the bicyclist right-of-way
- **Create new left turn lanes:** Relieve pressure on drivers to turn too quickly or too soon by creating dedicated space for turning
- **Left turn phases:** Separate turning traffic from oncoming traffic and pedestrians
- **Eliminate unsafe turn movements:** Shift left and right turns to other intersections with better conditions for visibility and traffic
- **Leading pedestrian intervals:** Give pedestrians a head start at the light
- **Leading bus interval:** Give buses a head start at the light
- **Install speed bumps:** On residential streets, speed bumps remind traffic to travel at low speed
- **Time traffic signals for "green waves":** Keep drivers traveling together at a consistent speed of travel
- **Reduce night-time speeding with signal timing:** Cut down on opportunities for speeding outside of rush hour
- **Add signals and controls:** Eliminate confusion for all users
- **Increase street lighting level:** Improve visibility at night in high-crash areas
- **Pedestrian safety islands:** Shorten crossing distance and add visual cues for drivers
- **Extend curbs to bring pedestrians into the line of sight for drivers:** Shorten crossing distances and extend curbs at intersections for better visibility
- **Lower speed limits:** Lower speed limits to send the message that drivers are entering school zones or other areas with heavy pedestrian traffic
- **Accessibility improvements:** Accessible pedestrian signals and curb cuts

Queens

Jackson Avenue, 11th Street and Pulaski Bridge, Long Island City

BEFORE

A combination of new high visibility crosswalks, reduced crossing distances, turn restrictions, leading pedestrian intervals, extended medians and clearer lane designations eliminated 63% of all injury crashes at one intersection.



Eliminate Movements
Reduce number of movements entering a complicated intersection

Extend Medians
Lengthen/widen existing medians to tighten up intersection

Delayed Turning
Allow through vehicles to move while holding turning vehicles, giving pedestrians a head start or a conflict free crossing

Lane Designation
Clarify who belongs where

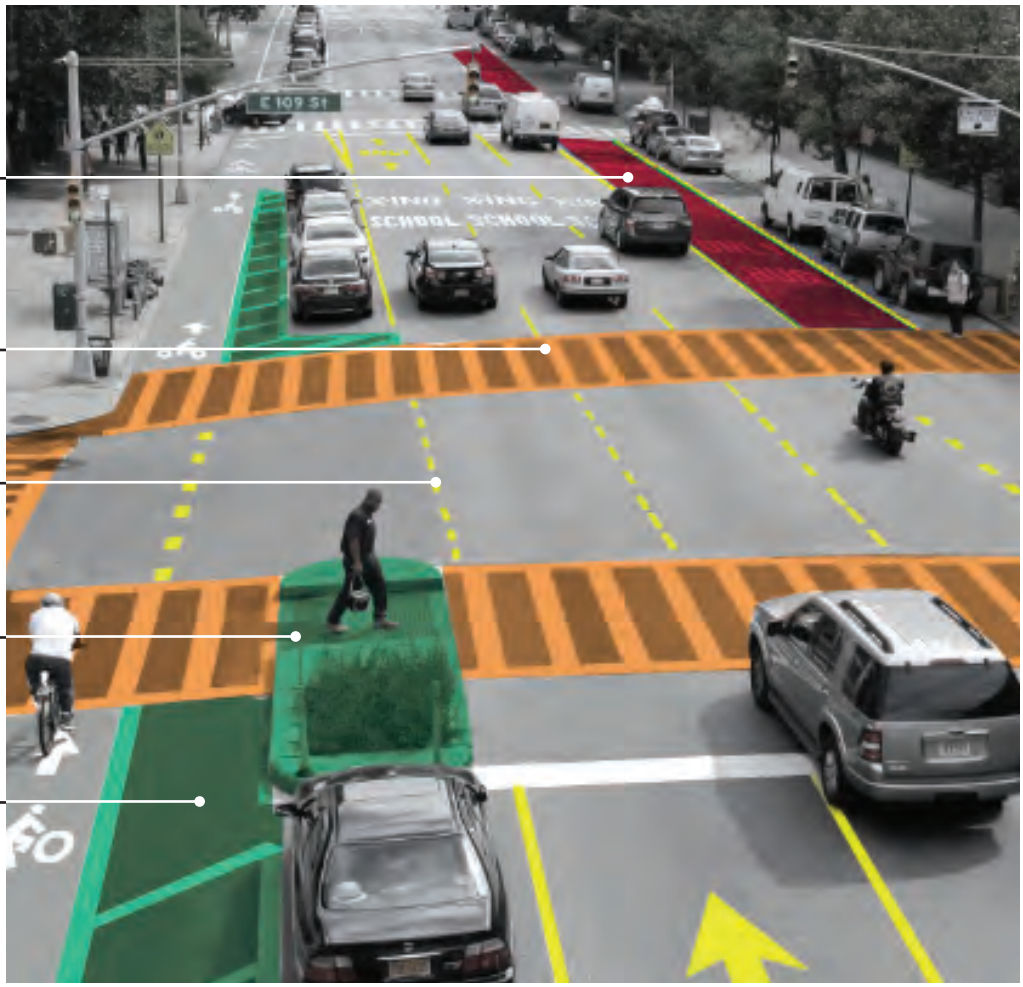
Crosswalks
New signals allow pedestrians to cross. Add crosswalks where pedestrians want to cross

AFTER

Manhattan

First and Second Avenues

BEFORE



Bus Lane
Dedicate lane for buses

Crosswalks
Add crosswalks where pedestrians want to cross

Lane Designation
Clarify who belongs where

Pedestrian Safety Islands Shorten the crossing distance

Parking Protected / Buffered Bicyclist Lane
Provide greater separation between users reducing conflict

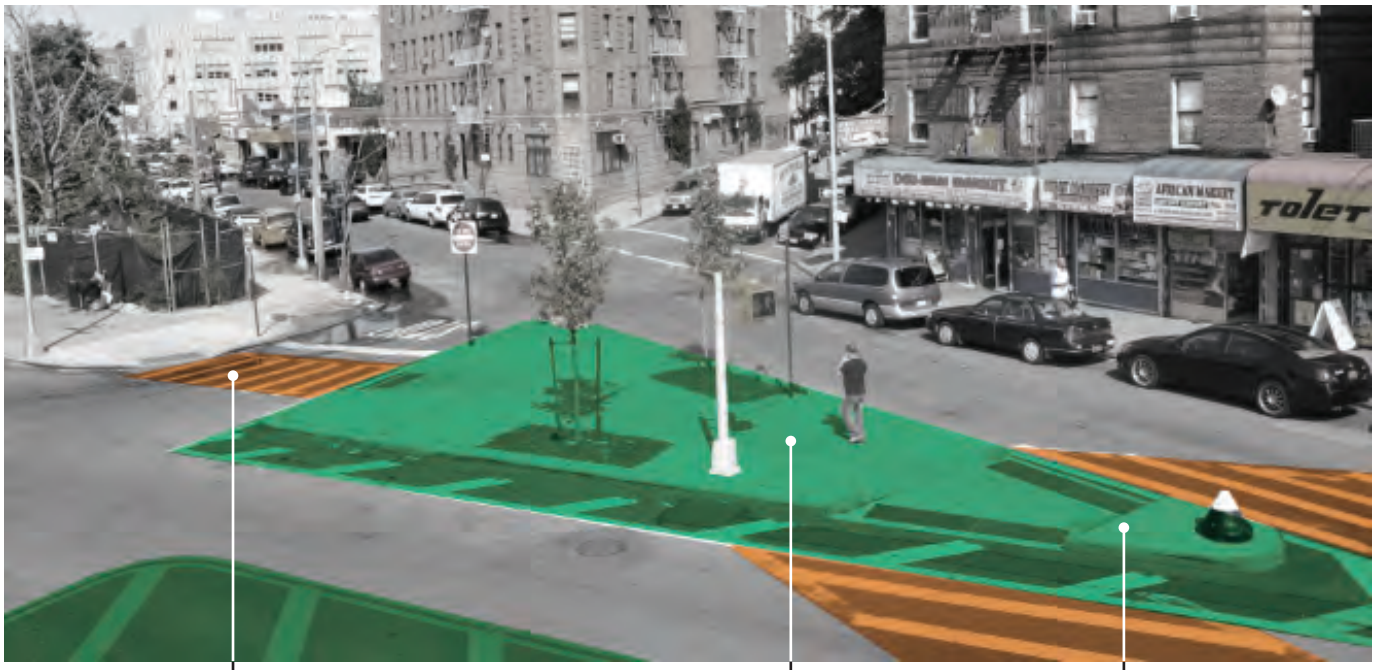
AFTER

Where the DOT has made changes, fatalities are down 34%.

Bronx

Macombs Road, University Avenue to Jerome Avenue

BEFORE



AFTER

Crosswalks
Add crosswalks where pedestrians want to cross

Pedestrian Safety island Shorten the crossing distance

Extend Medians
Build out existing medians to tighten up the intersection and create a continuous path for pedestrians

On Macombs Road, redesign led to 41% fewer crashes with injuries.

City Government Practices

City employees need to be models of driver behavior and the City of New York must look inward to change practices and update equipment to address the Vision Zero challenge. The City of New York operates nearly 27,000 vehicles and equipment pieces on city streets and roads, with approximately 85,000 City employees authorized to drive in some capacity. The Department of Citywide Administrative Services (DCAS) will ensure that all City vehicles will be equipped with safety technology that record speeding and other dangerous driving behaviors, by the end of 2014. In addition, DCAS will upgrade the collision tracking system for the citywide fleet through the new NYC Fleet Focus fleet system. This will increase the City's ability to analyze the causes of fleet-related collisions and link the costs from litigation and claims to individual collision tracking for the first time. This data will be shared with the NYPD and the DOT in order to further broader traffic safety strategic planning.

City employees have an important role to play in the Vision Zero initiative by driving safely and setting an example for other drivers on the road. DCAS will continue to update training materials like the Citywide Fleet Management Manual and will oversee a citywide expansion of Defensive Driver training courses for all employees driving City vehicles. At the Parks Department, this program has been mandatory for authorized drivers for many years. This full day training will increase focus on dangerous behaviors that contribute to traffic fatalities.

Finally, DCAS and the Mayor's Office of Operations will ensure that Vision Zero is incorporated into fleet and procurement policies across all agencies. The monthly Inter-agency Shared Specifications team, which leads the development of technical specifications for City heavy and specialized equipment, will be charged with investigating and recommending additional safety related devices and designs, such as high visibility vehicles, back-up cameras, and rear wheel side guards, for City vehicles and other vehicles under City oversight.

A New Public Dialogue on Street Safety

A broad public dialogue is essential to reducing dangerous behavior, implementing safe street designs and elevating public expectations about street safety. It must take place in a wide array of forums—on the street at crash-prone intersections and corridors, in schools, PTA meetings, houses of worship and senior centers, in public forums and institutions throughout the City, in all aspects of government, in corporate headquarters, and online, on billboards, and in the press.

Outreach and Education

The Vision Zero dialogue starts from the ground up—with engagement and education in communities across the five boroughs. Targeted outreach will complement enforcement and street design efforts, and will spread the message that traffic deaths are preventable and that New Yorkers are responsible for safe behavior. Joint NYPD/DOT/TLC neighborhood street teams will work throughout the City, targeting priority intersections and corridors where traffic related fatalities and pedestrian and bicyclist injury collisions are occurring. Neighborhood Street Teams will precede NYPD enforcement and create a high visibility presence, spreading information and engaging New Yorkers. The DOT will purchase an additional 24 programmable speed boards to show drivers when they are driving above the speed limit. Street Teams will augment these efforts by coordinating with local civic leaders such as elected officials, community boards, precinct community councils, clergy, business improvement districts, civic associations, local merchants, school administrations, senior centers, disability advocates and PTAs.

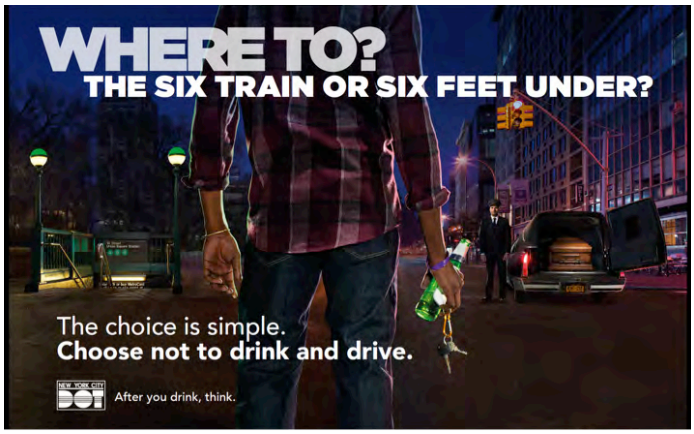
Truck's Eye View demonstration in partnership with the New York State Motor Truck Association

Together, starting in March of this year, the DOT, in coordination with the Mayor's Community Affairs Unit and the NYPD, will work with communities to develop borough-level pedestrian safety strategic plans. Forums and planning workshops will give New Yorkers a chance to engage in the Vision Zero action agenda, provide recommendations to improve intersections and thoroughfares, and get questions answered. In addition, staff from the DOT, NYPD, TLC, DOHMH and City Hall will conduct Vision Zero engagement sessions citywide.

Modeled off the DOT workshops held for Select Bus Service and bike share, these workshops will bring neighborhoods together to discuss their needs and identify engineering, education and enforcement needs at particular locations. The DOT staff will also to conduct extensive community outreach for major street re-design projects.

Middle School youth make up the bulk of injuries and fatalities in children 14 and under. Senior citizens are 12% of the New York City population but make up 33% of pedestrian fatalities. DOT Safety Educators will target these vulnerable populations and also focus additional efforts on high-risk locations like major truck corridors. School zones should remain a focus of efforts in order to slow traffic, protect children, and create safer conditions in the communities at large. DOT Safety Education will serve 500 schools every year through various programs in partnership with the Department of Education and the Department of Youth and Community Development, and make traffic safety curriculum and materials available for parents, teachers and caregivers. The DOT will also increase the number and profile of hands on safety events such as Truck Blind Spot demonstrations and tours/roadshows showing vehicles damaged in crashes.

The DOT and NYPD will work with the public on borough pedestrian safety plans.



Public Campaigns

Vision Zero requires an extensive public advertising campaign and a strong social media and internet presence. The DOT will roll out two Vision Zero ad campaigns, "Reckless Driving Kills" which highlights the devastation that drivers who speed, fail to yield to pedestrians in the crosswalk or drive distracted, wreak on families, and "Choices" which present New Yorkers with two options: a safe trip home or the real consequences of drinking and driving. Both campaigns will be found on television, on Taxi TV, on bus shelters and billboards and online. The "Choices" campaign in particular is the culmination of extensive research into drunk driving in New York which identifies men between the ages of 21 and 39 as the primary offenders. In qualitative testing of this concept, "Choices" displayed effectiveness due to the personal accountability it places on the driver and the power of choice it gives the viewer.

The City's Vision Zero website will be a clearinghouse of information, educational materials, events and data sets. Available materials will include the Vision Zero benchmark reports and policy updates, education materials for educators and parents, current research and ad campaigns. Across the City's many social media accounts, the #VisionZero hashtag will be used to collect news from throughout City government and unify the message as each agency update the public on its progress in reducing traffic injuries and fatalities.

As with all aspects of Vision Zero, data transparency is a high priority. The website will link to the DOT project performance, TLC industry performance and NYPD crash data, in downloadable formats that are usable by the public.

Paris Says Stop

In 2007, responding to a sharp increase in traffic fatalities and injuries, the City of Paris launched an aggressive safety ad campaign: "Paris says Stop." It urged Parisians to stop speeding, yield to each other and pay more attention, whether driving, walking or cycling. The campaign combined traditional media placements like bus sides and billboards with a concentrated placement of life-size, eye-catching silhouettes of dead pedestrians and motorists. The campaign accompanied extensive changes to street design and traffic law enforcement. Paris experienced a 19% reduction in traffic fatalities and serious injuries from 2007 to 2012.

Partners

Vision Zero requires partnership: government alone will not bring about the broader changes in attitude and behavior needed to end traffic fatalities. Companies that operate large numbers of vehicles must play their part. Organized and vocal communities will be critical to maintaining focus and pressure on institutions and actors across New York City and in Albany.

From established non-profit organizations and daily bloggers to coalitions of families and neighbors, advocates have drawn attention to the devastation caused by traffic deaths and injuries and have helped focus our collective outrage into meaningful, actionable plans. Vision Zero policies exist in many parts of the world because safety advocates have pushed entire societies to do better.

This Vision Zero Action Plan marks a next phase of advocacy for safe streets—a new partnership between citizens, government and the private sector. Thoughtful input from citizens and safety advocates are embodied in City policy and in this report. As we move forward on our streets and in Albany, the voices of citizen-advocates, supported by the megaphone of City government, will help pass needed legislation and ensure safer streets. On the streets of New York, advocates bring fresh, independent voices and new ideas to the table and act as watchdogs to ensure that promises are fulfilled.

Participation by companies, especially those with large commercial fleets that operate in New York and their trade organizations are also essential to Vision Zero. As noted in the DOT's 2010 *Pedestrian Safety Study & Action Plan*, commercial vehicles, buses, taxis and trucks account for 6.1% of vehicles on the street but 20% of crashes where pedestrians are severely injured or killed. Truck and bus crashes were also nearly three times more likely to result in a pedestrian fatality than crashes involving passenger vehicles.

One way the private sector can improve street safety is through coordinated participation in outreach regarding safe driving behaviors to members, workforces and customers and in supporting key legislation that protects us all. Increased education, especially regarding turning and yielding, is particularly valuable for commercial fleet drivers who use New York City streets daily. In February 2014, a Vision Zero Trucking Partners Roundtable, including representatives of major truck fleet operators in New York, the Teamsters and the NYS Motor

Truck Association, discussed education, design and outreach ideas and spotlighted the good practices already in place within many high-profile fleets.

Private companies and associations already participate in valuable City safety initiatives. The Toyota Foundation, for example, provides critical support to enhance curriculum and programming for DOT work with school-age children. The AAA Foundation for Traffic Safety, Enterprise Rent-a-Car and the Allstate Foundation also provide support elements of safety education within the City. Coordination with additional companies and campaigns could increase the reach and impact of Vision Zero's message in New York. Interest groups such as the AAA and a number of major car companies such as Honda and Ford have extensive safe driving campaigns. In addition, partnerships with insurance companies can encourage the creation of insurance products that reward safe driving.

Vision Zero will focus on reaching New York's commercial and professional drivers. The TLC in particular will enhance its driver education, creating a more comprehensive, taxi-specific, training program for new taxi drivers, requiring additional training for TLC-licensed drivers who have been in crashes and updating materials to show newer street designs and how to handle high crash intersection types. These messages will be reinforced through driver information monitors, safety flyers in mailings to drivers, stickers in taxis reminding passengers to look before they open their doors and the creation of a "Taxi Driver Honor Roll" to let passengers know about the driving record of their cabbie, and encouragement to tip for safer driving. In addition, the DOT will include safe driving messaging on its construction permits and add safety flyers to Alternate Side Parking regulation mailings. Other City agencies will also enhance education efforts—the Business Integrity Commission in particular will liaison with commercial carters and DCAS will update and expand driver education for City employees driving City cars.

There is also significant room for private sector technical and product innovation. In New York, 31% of pedestrian fatalities and serious injuries involving trucks resulted from a right turn, compared with 6% for all vehicles, suggesting that vehicle design features such as limited visibility from the cab are a factor in crashes. Already a number of companies such as FedEx and Duane Reade are using high visibility/reduced blindspot vehicles in their New York City operations. In Europe, the European Union is currently considering legislation to mandate such design in future model years.

VISION ZERO

nyc.gov/visionzero

DESIGN: Pure+Applied

PHOTO CREDITS:
Andrew Hinderaker: cover, page 10 (2nd, 3rd), page 14 (1st, 3rd), page 16
NY Daily News: page 6, page 14 (2nd, 4th) page 17, page 23
Dmitry Gudkov: page 20

Vision Zero regards traffic crashes as a policy problem that can be addressed through enforcement, education and design.